





Report of the Delegates of India  
to the Thirteenth (Ordinary)  
Session of the Assembly of  
the League of Nations  
1932

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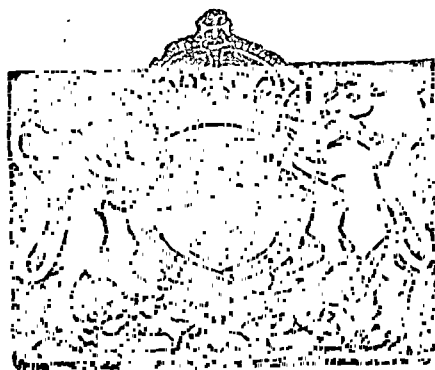
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To

The Right Honourable Sir SAMUEL HOARE, G.B.E., C.M.G.,  
P.C., M.P., His Majesty's Secretary of State for India.

**REPORT OF THE DELEGATES OF INDIA TO THE  
THIRTEENTH (ORDINARY) SESSION OF THE  
ASSEMBLY OF THE LEAGUE OF NATIONS (1932).**

SIR,

We beg to submit our report on the Thirteenth (Ordinary) Session of the Assembly of the League of Nations held at Geneva from the 26th. September to the 17th October, 1932, at which we had the honour to represent India.

2. The delegation was constituted as follows :—

DELEGATES.

His Highness the Aga Khan, G.C.S.I., G.C.I.E.,  
G.C.V.O. (Leader of the Delegation).

Sir Prabhashankar Pattani, K.C.I.E. (President of  
Bhavnagar State Council).

Sir Denys Bray, K.C.S.I., K.C.I.E., C.B.E. (Member of  
the Council of India).

SUBSTITUTE DELEGATE.

Sir Jehangir Cooverjee Coyajee, Kt. (Head of the Department of History, Economics and Politics, Andhra University).

His Highness the Aga Khan had led the Indian delegations to the Disarmament Conference and to the Special Assembly convened to deal with the dispute between China and Japan, and Sir Denys Bray and Sir Jehangir Coyajee had been members of the delegations to the Eleventh and Twelfth (Ordinary) Sessions of the Assembly. This measure of continuity of personnel helped the delegation to a not inconsiderable degree in the discharge of its duties. We are convinced by our experience at this Assembly, that it is very desirable that some members at least of the Indian delegation should have attended a previous session,

### Preliminary Remarks.

3. Owing to the fact that the Disarmament Conference and the Special Assembly convened to deal with the dispute between China and Japan were in session and to the impending World Economic and Monetary Conference, a number of questions, normally falling within the scope of the Assembly's activities and of the first importance to the welfare of the world, did not come up for discussion at this year's Assembly. Nor had the dispute between Paraguay and Bolivia, which was engaging the attention of the Council, been brought before the Assembly. The most important question before the Assembly was the financial position of the League, and the session was dominated by the problems of economy and retrenchment and the related question of the reorganisation of the Secretariat and particularly of the higher posts.

At a time when all countries are struggling with the prospect of budget deficits, it was inevitable that the universal stringency should be reflected in the finances of the League. In fact, for the first time in the League's history, the year 1931 showed a deficit, and the continued failure of certain countries to pay their contributions to the League—and still more the progressive increase in the number of such countries—compelled the League to review its financial position with the most serious attention.

4. An event of rather special interest to India was the termination of the mandatory regime in Iraq and her admission to the League. Turkey had been admitted a short time previously at a Special Session of the Assembly, and the presence of the representatives of these two eastern countries, with both of which India has had such close relations, could not but be viewed by us with gratification. Iraq was admitted by a unanimous vote and her entry acclaimed on all sides in an extremely cordial fashion. Our Leader took the opportunity in Plenary Session to congratulate Iraq most heartily on behalf of the Government and people of India on her independence and to welcome her entry into the League. The whole world knew the long and intimate spiritual, cultural and economic relations between India and the lands that to-day form the Kingdom of Iraq, and he expressed the sincere hope that a future of great prosperity and peace worthy of its great history awaited Iraq as a Member of the League.

### General Debate.

5. The proceedings of the Assembly were opened on the 26th September by Mr. De Valera, the first delegate of the Irish Free State, acting as President of the Council. Fifty-three States Members were represented; the only countries which had not submitted documents accrediting delegates to the Assembly being the

Argentine and Dominican Republics and Honduras. His Excellency M. Politis, first delegate of Greece, was elected President of the Thirteenth Assembly.

6. A widespread desire had shown itself, mainly in the interests of economy, for the curtailment of the general debate on the work of the League since the last Assembly. Speeches were accordingly fewer in number and shorter than has been usual in past years and the general debate extended over no more than two morning and two afternoon sessions.

7. His Highness the Aga Khan, early in the general debate, spoke as follows :—

“Among the outstanding labours of the League during the last year has been the Disarmament Conference in which I myself have been privileged to take part. We all know the manifold difficulties which the Conference has had to encounter in undertaking its formidable task; yet we are all confident that with patience, goodwill and co-operation these difficulties can be overcome. The Conference has now laid the foundations upon which its constructive work can be raised. It is approaching the most crucial part of its labours : the problem of shaping a Convention that shall embody in the form of definite obligations the principles laid down in the resolution of the General Commission on the 23rd July. On its success may depend nothing less than the peace of the world. That alone should inspire us to go forward wholeheartedly in the supreme endeavour to consolidate peace and banish that fear which is the enemy of peace.

But upon the success of the Disarmament Conference depends also in increasing measure the prosperity of the world. The Assembly meets again under the shadow of the economic depression which in the past year has become more intense and presents its problems to-day in a form more urgent and no less baffling than on the occasion of the last Assembly. India, as at once a great industrial nation and a great producer of primary products, has not escaped the blast. The crisis is widespread and with every day that passes it becomes more evident that no solution will be fruitful which does not embrace the needs of all countries, and that in the co-operation of nations lies the only sure hope of the world's salvation. The world therefore looks to the League; and it is essential alike for the credit of the League as for the welfare of the world that these hopes should

not be disappointed. A propitious beginning has been made at Lausanne, but it is a beginning only, and here again we cannot fail to observe the intimate relation that the problem of disarmament may be found to bear to our economic and financial difficulties.

I need not disguise a certain measure of disappointment, on a review of the activities of the League in this field during the past year, that the energies of the League, and in particular of its technical organisations, have been concentrated, as it seems to me perhaps in an undue degree, upon the solution of purely European problems. But I do not now wish to dwell upon this. The World Economic and Monetary Conference will be subject to no such limitation. In that Conference India hopes to participate and will make to it, for the general good, such contribution as her position in the sphere of finance, commerce and industry dictates or allows.

The unhappy dispute between China and Japan, which is a matter of such deep concern to us all, must, the report of the Commission appointed by the Council being not yet before the Assembly, be regarded at this stage as *sub judice*. I will say no more than that the Government and people of India deeply deplore the relations at present subsisting between these two great Eastern nations, which, whether in their religious, cultural, geographical or commercial aspects, present so many points of contact with India. and they earnestly hope that a solution, satisfactory to all parties to the dispute and consistent with the principles to which we are pledged, will be found.

We are also unfortunately confronted with a dispute between two other members of our Society. I refer to Paraguay and Bolivia. It is the earnest hope of us all that the good offices of the League will lead to a speedy settlement which may redound at once to the credit of the League and to the good will and restraint of all concerned.

I cannot let this opportunity pass without saying once again how gladly we welcome the presence of representatives of the Republic of Turkey. We have also before us the application of the Government of Iraq for admission to the League. The League is a world-wide organisation, and it is of the first importance that the universality of its obligations, extending to all continents and to both hemispheres, should never

be obscured. The admission of each new State to our membership is another milestone on the road to the attainment of that co-operation between all the nations of the world after which we cannot cease to strive, and to which indeed the admission of these two States will bring us sensibly nearer."

### Elections.

8. We were gratified at the election of Sir P. Pattani to serve on the Credentials Committee, the body charged with the duty of examining the credentials of delegates. It will be convenient here also to mention, as illustrating the part which the Indian delegation was able to play in the work of this Assembly, the appointment of Sir P. Pattani to the sub-Committee of the Fourth Committee dealing with the question of arrears of contribution—a question which in the special circumstances of this Assembly assumed great importance—and that of Sir Denys Bray to the sub-Committee of the Sixth Committee dealing with the question of the establishment of a Permanent Slavery Commission.

9. The election of Vice-Presidents of the Assembly resulted in the choice of Baron Aloisi (Italy), Sir John Simon (United Kingdom), M. Herriot (France), Herr von Neurath (Germany), M. Medina (Nicaragua) and M. Nagaoka (Japan).

10. The Chairmen and Vice-Chairmen of the five main Committees—in view of the Disarmament Conference, the Third Committee dealing with Disarmament questions was not constituted—were selected as follows:—

Committee.	Chairman.	Vice-Chairman.
<i>First.</i> —(Legal Questions) .	M. B. van Bloklund (Netherlands).	M. Limburg (Netherlands);
<i>Second.</i> —(Technical Organizations).	Mr. te Water (S. Africa) .	M. Zaunius (Lithuania).
<i>Fourth.</i> —(Budget and Secretariat).	M. de Vasconcellos (Portugal).	M. Rappard (Switzerland).
<i>Fifth.</i> —(Social and Humanitarian).	Count Carton de Wiart (Belgium).	Dr. Ethel Osborne (Australia).
<i>Sixth.</i> —(Political) . . .	M. Lange (Norway) .	M. J. Valdes-Manderville (Chile).

11. The Agenda Committee, appointed to examine the procedure to be followed in regard to the inclusion of new items in the agenda, was constituted as follows:—

Sir Donald Cameron (Australia).

M. Antoniadé (Roumania).

Sir William Malkin (U. K.).



M. Constantin Mayard (Haiti).

M. Pilotti (Italy).

Dr. Tevfik Rustu Bey (Turkey).

M. Westman (Sweden).

Dr. Tevfik Rustu Bey was elected Chairman.

12. To the General Committee of the Assembly, on which the six Vice-Presidents and the Chairmen of Committees serve *ex officio*, the Assembly decided, in recognition of the great services rendered by them to the League, to appoint also M. Motta (Switzerland) and M. Paul Hymans (Belgium).

13. The three States vacating temporary seats on the Council were Poland, Peru and Yugoslavia. Poland, who sought re-election, had first to obtain, by a two-thirds majority of votes in secret ballot, a declaration of re-eligibility. Forty-one States out of fifty-one voted in favour of her re-eligibility, the number of votes needed for a two-thirds majority being 31. At the subsequent election to the Council, Poland, Mexico and Czechoslovakia were elected with 48, 46 and 46 votes respectively.

14. As a result of these elections, a vacancy occurred on the Committee of Nineteen of the Special Assembly convened to deal with the dispute between China and Japan, which consists of a Chairman, the Members of the Council other than the parties to the dispute, and of six other members of the League elected by the Assembly. The Assembly, by secret ballot, filled this vacancy by the appointment of Turkey.

15. It is convenient to mention here that in the election to the Supervisory Commission which took place in the Fourth Committee M. Parra-Perez (Venezuela) was re-elected to full membership. It is difficult to overstate the importance of securing persons of the highest competence as members of this body, upon which rests so large a measure of responsibility for the effective and economical administration of the finances of the League. We have reason to believe that M. Parra-Perez, whose election was not seriously contested, is well fitted for the discharge of these duties. M. de Ottlik (Hungary) and M. Modzelewski (Poland) were re-elected substitute members.

### Agenda.

16. Two items which had been placed on the agenda by decisions taken at the last Assembly but in connection with which it had not been possible to carry out the preparatory studies that had been contemplated, were withdrawn, namely:—

The Report of the Special Committee to study the system of elections to the Council; and

Amendment of the Covenant to bring it into harmony with the Pact of Paris.

The Special Committee to study the system of elections to the Council had been constituted but had not yet reported.

As regards the amendment of the Covenant, the Assembly of 1931 recommended the setting up of a Committee of representatives of all the Members of the League to meet during the Disarmament Conference. This Committee has not yet been constituted. The President stated that it would be set up in the near future.

### **Work of the Committees.**

17. The representation of India on the five main Committees was :—

- |           |     |                   |
|-----------|-----|-------------------|
| Committee | I.  | { Sir P. Pattani. |
|           |     | { Sir Denys Bray. |
| Committee | II. | Sir J. Coyajee.   |
| Committee | IV. | Sir P. Pattani.   |
| Committee | V.  | Sir J. Coyajee.   |
| Committee | VI. | { Sir Denys Bray. |
|           |     | { Sir P. Pattani. |

18. We reproduce in the Appendix all reports and resolutions as finally approved by the Assembly, and deal in detail below only with those questions in which India has a special interest or to the discussion of which the Delegation contributed. The omission from the body of our Report of a reference to any particular subject implies no lack of appreciation of its importance. If we make no mention in our own words, for example, of the Intellectual Co-operation Organisation, or of the questions of the co-operation of Women or of the Press in the Organisation of Peace, it is only because we have nothing to add, from the distinctively Indian point of view, to the reports reproduced in the Appendix on those subjects.

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## **FIRST COMMITTEE.**

### **Legal and Constitutional Questions.**

#### **NATIONALITY OF WOMEN.**

19. The question of the nationality of married women has been brought into considerable prominence during the past ten years as the result of growing pressure by various women's organisations, and the international interest in the subject was stimulated by the discussions on the Convention concluded at the Hague Conference on the Codification of International Law in 1930. British nationality law, so far as it affects married women, has

been based on the rule that the national status of the husband governs that of the wife. This rule is challenged by many women's organisations which urge that in principle the nationality of a woman should not be automatically affected by her marriage to a man of a different nationality from her own and that a woman should be free to choose her own nationality on marriage. The claim for an amendment of the present rule is reinforced by the argument that it is unjust that a woman should be subject to certain disabilities, such as ineligibility to qualify for the franchise, by reason of the fact that through marriage she has become an alien. The women's organisations, however, base their claim for a change in the law rather on the importance of the recognition of the principle of equality between the sexes than upon any practical disadvantages which result from the existing law.

20. At the Conference referred to above held at The Hague in 1930, in which an Indian Delegation took part, a Convention was signed on behalf of all Members of the British Commonwealth, (except New Zealand, which was not represented) which included the following Articles :—

*Article 8.*

If the national law of the wife causes her to lose her nationality on marriage with a foreigner, this consequence shall be conditional on her acquiring the nationality of the husband.

*Article 9.*

If the national law of the wife causes her to lose her nationality upon a change in the nationality of her husband occurring during marriage, this consequence shall be conditional on her acquiring her husband's new nationality.

*Article 10.*

Naturalization of the husband during marriage shall not involve a change in the nationality of the wife except with her consent.

The Convention was signed on behalf of India with a reservation as regards its application to the Indian States. Sufficient ratifications of the Convention have not yet been deposited to bring it into force and no Member of the British Commonwealth

has yet ratified it. The Final Act of the Conference also included the following recommendation :—

“VI. The Conference recommends to States the study of the question whether it would be possible—

- (1) to introduce into their law the principle of the equality of the sexes in matters of nationality, taking particularly into consideration the interests of the children; and
- (2) especially to decide that in principle the nationality of the wife shall henceforth not be affected without her consent either by the mere fact of marriage or by any change in the nationality of her husband.”

21. The subject was also considered at the Imperial Conference held in October 1930. In the Summary of Proceedings, it is recorded that “All the Members of the Commonwealth represented at the Hague Conference of 1930 signed the Nationality Convention there concluded and will, it is assumed, introduce such legislation as may be necessary to give effect to Articles 8—10 of that Convention. The Conference (that is, the Imperial Conference) was satisfied, however, that any proposals for the further modification of the principle of the existing law would fail to secure unanimous agreement. It followed that the Conference was unable to make any recommendations for the substantive amendment of the law on this subject except to the extent stated above”.

22. In view of the decision of the Council of the League in January 1931 that this question should be placed on the agenda of the Assembly for that year, the British Government decided to postpone any legislative action until after the Assembly of 1931. Nevertheless, the Canadian Government felt it necessary for them to proceed immediately with legislation giving effect to the Hague Convention in view of special circumstances affecting Canadian women, namely, that they often marry American citizens and thereby become stateless, owing to the fact that, under American law, a foreign woman on marriage to a citizen of the United States does not acquire his nationality. Accordingly, in 1931, Canada passed an Act giving force to Articles 8 to 10 of the Convention, but, at the request of the British Government, a provision was added to the Act postponing its operation until a date to be fixed by Order in Council. This request was made by the British Government in order to maintain the principle of uniformity of national law throughout the British Commonwealth.

23. When the Assembly met in September 1931 it had before it the Secretary-General's report on the subject of the nationality of women. This report covered the arguments and proposals

put forward by a consultative committee representing a number of women's international organisations. These proposals represented in an extreme form the full demands of the women's organisations to give effect to the principle of equality of the sexes in the matter of nationality.

It became evident in the course of discussion at the Assembly that the women's organisations attached very great importance to the non-ratification of the Hague Convention, and that they regarded ratification as stereotyping the present position and barring further progress in the direction in which they wished to go. There is no doubt, however, that the Hague Convention contains useful provisions and that legislation giving effect to Articles 8 to 10 would diminish the number of cases of statelessness which would arise if existing laws remained unchanged; and in other ways these Articles mark a definite advance.

The Assembly of 1931 decided to request the Council to transmit to all Governments the Secretary-General's report and all relevant documents, and to ask Governments to submit their views on this subject (including their views regarding the Hague Nationality Convention) for reconsideration of the matter by the Assembly of 1932.

24. The greatest importance must necessarily be attached to the principle, which was placed on record at the Imperial Conference of 1930, that no Member of the Commonwealth should introduce legislation on the subject of the "common status" without previous consultation and agreement with the other Members. The position from this point of view at the opening of this Assembly was that the British Government had informed the League that they were prepared to ratify the Convention as soon as the necessary domestic legislation had been passed. The law as to British nationality has been maintained upon a uniform statutory basis throughout the British Commonwealth since the passing of the British Nationality and Status of Aliens Act 1914. Legislation by the British Parliament to give effect to Articles 8 to 10 of the Convention would therefore pave the way for ratification of the Convention by India as well as by Great Britain. The Government of India had similarly notified the League that they would ratify the Convention as soon as the necessary domestic legislation had been passed, subject to the reservation, as regards its application to the Indian States, made when the Convention was signed on behalf of India.

25. The discussion in the First Committee followed a fairly clear line of cleavage as between those who favoured an amendment of the Convention on the basis of the principle of the equality of the sexes and those who, realising that any amendment of the Convention must at the best delay its coming into force for a long

period, favoured its ratification by the largest number of States as early as possible, so as to secure for women those substantial benefits which would undoubtedly flow from it. Those delegates who took the former view held, in conformity with the views expressed by the women's organisations, that the Articles in question were based on, and gave expression to, the principle of inequality between the sexes and they feared lest ratification should be taken as an endorsement of this principle. Rather than run this risk they preferred to lose the Articles and the relief from statelessness which in a large number of cases they would confer. On the other hand, it was contended that the Hague Convention did no more than attempt to codify existing legislation, that it was not its function to establish any principles, and that it did not in fact do so. The coming into force of the Convention, which represented the maximum degree of progress which could at present be obtained by way of general international agreement in regard to the question of the nationality of women, would in no way close the door to the movement for the recognition of the equality of the sexes in nationality. The former view was pressed especially by the delegates of Chile and Colombia who, supported by Turkey, and China, moved a resolution for the amendment of the Convention so as to embody in it the principle of the equality of the sexes. As a *via media* the Belgian delegation proposed the substitution in the existing text of the Articles of the word "person" for the word "woman", with consequential verbal changes. It appeared that there are, in fact, two countries (China and Mexico) under whose laws in certain circumstances the man's nationality follows that of his wife; but the main purpose of the proposal was to serve as a gesture to the women's organisations admitting the theoretical equality of the sexes. It was clear, however, that such a change would not be willingly or quickly accepted by the signatories of the Convention and that its coming into force might thereby be indefinitely delayed. The Canadian delegation proposed a resolution (which formed the basis of the resolution finally adopted), urging States to ratify the Convention and at the same time pointing out that the coming into force of the Articles would in no way prejudice or interfere with future international concerted action when such action becomes practicable and would not, in the meantime, place any restriction upon the freedom of action of any State that might wish to give further effect in its nationality laws to the principle of the equality of the sexes.

26. Sir P. Pattani spoke during this discussion. He said that to him this question of equality of status of women in respect of nationality was more a human question than one of political or juridical intricacies. Almost every delegate had expressed sympathy with the aspirations of the women; this feeling arose from the experiences of daily life, where every member of the household was treated on an equal footing.

It must be realised that this question would not be allowed to drop. Women had set up a goal and being half the population of the world, they would not be satisfied until their aspirations were fulfilled. If there was a conviction that some day they would attain equality of status, it was but wise to settle this question before pressure was brought to bear.

There was an item on the agenda of another Committee which advocated the desirability of women's co-operation in the cause of world peace. If whole-hearted co-operation was to be expected in that direction, equality must be given to women in respect of nationality, since real co-operation was possible only between people enjoying equal status. The difficulty, however, was that the collective mind of some States had not yet risen to the same degree as the individual minds of the progressive part of their population; until that stage was reached it would be difficult to secure unanimity on this question, and in international affairs unanimity was essential.

The Belgian proposal tempted acceptance. But he hesitated to support it as it stood, because it suggested that a fresh Protocol should be opened and that the States be asked whether they had any objection to this procedure. As some States had not yet ratified even the Hague Convention, it might be difficult to obtain substantial support for M. Rolin's proposal. To vote for this proposal would be merely to delay the advantages accruing from the Hague Convention.

He was therefore inclined to support the Canadian proposal. Its acceptance gave to women all the facilities at present practicable and removed the intolerable position of statelessness; it in no way prejudiced or interfered with further international action when such action became practicable; it left every State that might so desire free to take further legislative action in the direction of equality of status in regard to nationality. Lastly, it was of some importance to note that it requested the Council to follow the development of public opinion on this question in the different countries of the world, which was bound to result in educating public opinion in favour of women's aspirations.

He therefore hoped that the women's organisations would accept the Hague Convention with a measure of satisfaction. He supported the proposal for the appointment of a small sub-Committee to find a draft formula of agreement. If this Committee could make M. Rolin's suggestions generally acceptable, this would constitute a considerable step forward.

27. The sub-Committee was appointed and though unable to secure unanimity, it managed to a large degree to reconcile the varying opinions that had been expressed. The resolution, as approved by the Assembly, is reproduced in the Appendix.

[Appendix I. 4.]

## SECOND COMMITTEE.

## HEALTH ORGANISATION.

28. The report in the Appendix gives an adequate summary of the work, much of it of the first importance to the world in general and to India in particular, which the Organisation is carrying out in an ever-widening sphere.

29. Sir J. Coyajee spoke on the general value of its work and on its importance to the East. He said that India particularly appreciated the very useful work of the Malaria Commission in its manifold lines of activity, and he singled out as an item of special interest for India the proposed establishment of an international centre for malarial studies for the East at Singapore. The intention, he understood, was to hold at the Medical School in Singapore, under the auspices of the Eastern Bureau, and under the direction of the Medical School and of distinguished malariologists from the various Eastern countries, a series of courses in malaria to each of which two students would be invited from each country. This project was to be welcomed warmly and would manifest the growing interest of the League in problems relating to the East.

He mentioned the admirable efforts of the Organisation in connection with Rural Hygiene. The study of this topic was of the highest value, especially to the agricultural countries, and last year's Conference on Rural Hygiene marked an important step forward. As that particular Conference dealt mainly with European conditions, and was primarily meant for European experts, India and the Eastern countries were not likely to benefit by it to any very great extent. But in view of the high value of the study of rural hygiene to all Eastern countries he expressed the hope that at some future date, and as soon as the state of finances permitted, a special Conference might be held in the East with reference to the conditions peculiar to those parts of the world. Nothing could serve better to bring home to every village and hamlet throughout the wide East the beneficial activities of the League.

It would hardly be possible for one speaking on behalf of India to omit a mention of the increasing value of the Eastern Bureau at Singapore. The Bureau had been of immense value to the cause of Medical Research work in the East, covering, as it did, the wide field of diseases like plague, small-pox and leprosy. The Bureau might indeed be said to be the *avant courier* of the League's great work for the East—a work which might give food for thought to the school of pessimists.

30. Sir J. Coyajee's suggestion as regards a Conference in Rural Hygiene for the East was supported by the Chinese delegate and



was referred to with approval by the Rapporteur in his closing speech. It will be seen that the report, approved by the Assembly, invited the Health Committee to examine the possibility of holding such a Conference and to report thereon to the next Assembly.

[Appendix II. 1.]

## ECONOMIC AND FINANCIAL ORGANISATIONS.

31. The Committee decided to consider economic and financial questions together, in view of the special interdependence at the present time of the problems which they involve. The Rapporteur's statement, and indeed the whole discussion, was to a great extent a preparation for the approaching World Conference. The Rapporteur's report dealt with almost every topic that might figure on the agenda of the Conference, including the results of the Stresa Conference, and the Committee had before it various resolutions, and a memorandum from the International Labour Office, which will form additional material for the Conference to work upon.

32. Sir J. Coyajee reviewed the work of the World Economic Conference of 1927, pointing out its lessons for the proposed Conference of 1932. If this Second World Economic Conference were to fulfil the hopes that in all quarters were placed upon it, it would have to study the lessons conveyed by the work of the first Conference and its sequelæ. Broadly speaking the first Conference rested its hopes on a frontal attack on high tariffs and trusted chiefly to the prospects of a radical and rapid change in the world's commercial policy. A secondary place was given in its programme to the problems of production and distribution, even though some study was made of the possibilities of industrial rationalization and of agricultural co-operation. That frontal attack of the Conference upon high tariffism proved a failure even though it opened under bright auspices. Indeed, in the result, the situation as regards tariffs had grown far worse and the present year would figure as the high-water-mark of tariffs. Comparatively little was done towards the development of international industrial agreements and of co-operation on national and international planes. Did not this show that a change of emphasis would have to take place in the approach of the second Conference to the range of problems before it? Should not more attention be paid to the fundamental problems of adjustment of production to demand and to the appropriate remedial agencies—to co-operation in agriculture and to industrial agreements of an international character? Mere attempts to change the commercial policy of countries would be foiled in the face of the prevailing maladjustments on the productive side. Remedies had to be applied not merely in respect of

monetary and exchange questions which, comparatively speaking, lay on the surface, but they should penetrate to the deeper and bedrock factors of the changes in production and changing demand. It was a dictum of the late M. Albert Thomas that the problem of tariffs would be solved only through the general spread of a spirit of international co-operation and not by any *coup de main*. By all means let the monetary and tariff remedies be tried, but not so as to leave untouched the problems of maladjustment lying below. The exaggerated and hardened economic nationalism of the day had to be perceptibly softened by the operation of the spirit of international co-operation before it could be said that depression had been conquered. No doubt the coming World Economic and Monetary Conference would tackle these problems of money, of capital movements and even of tariffs—for the solution of which the ground had been prepared by the valuable work of the Economic Committee and of the Gold Delegation, and by the excellent researches of Professors Ohlin and Condliffe, who had in their respective reports made considerable contributions to the economic history of the time. But the Conference would have to deal with the problem of adjustment of production to demand, and its success would depend mainly, and in the long run, on its work in this direction—work which could only be initiated by the Conference and which would have to be followed up by the League for years to come.

#### RESOLUTION ON CO-OPERATION MOVED BY THE INDIAN DELEGATION.

33. Sir J. Coyajee moved the following resolution :—

The Second Committee expresses the wish that the Economic Organisation of the League of Nations should continue to follow closely and support the work of the International Committee on Inter-co-operative Relations, and that it should endeavour, in collaboration with the International Labour Office, to find the best means of making available to those concerned the information collected for this Committee concerning the progress of Co-operation in the different countries.

This resolution had as its ultimate aim—even though financial stringency were a bar to its immediate attainment—the publication by the League of a periodical review of the progress of Co-operation in the world, so that it might perform for that important subject the same service that it is performing in connection with Banking, International Trade and Public Finance.

34. In moving the Resolution Sir J. Coyajee said that a periodical record and resumé of the world's progress in the matter of co-operative organisation, and of the new experiments being

conducted in that line was sure to prove of very great value—especially in view of the remedial character of such organisation for the present economic depression. The World Economic Conference of 1927, in the face of the then impending economic depression, justly attached special importance to the development of co-operative organisation in the matter of the rationalisation of agriculture. It was difficult to mention any more efficacious measure for the adjustment of agricultural production to the demand for it; or any equally efficient remedy either for the fluctuations of agricultural prices or for the very harmful discrepancies between the prices of raw materials (including food-stuffs) on the one hand and those of manufactured products on the other. The admirable “World Economic Survey, 1931-32”, recently published by the League, showed most convincingly the grave consequences of the maladjustment between wholesale and retail prices and between domestic and export prices. It had been demonstrated that these price maladjustments were more serious in the case of the present depression than during former depressions. It had also been very justly observed by distinguished experts that national and international agreements between co-operative organisations of producers and consumers would place the agricultural market upon a sound basis and would help to regularise production as well as to stabilise prices. It would be possible by bringing the producer and the consumer into closer touch through proper organisation on co-operative lines, and by eliminating the agency of middlemen where they were found to be superfluous, to raise prices to the producer while lowering them to the consumer. As Professor Condliffe had urged, the way out of former depressions had normally been by such reductions of the costs of production as offered prospects once again of business profits. Since, however, the difficulties in the way of the widening of the margin of profits between prices and costs were particularly great in the case of the present depression, a special agency was needed—the development of Co-operation—to achieve this consummation which was so essential if enterprise were to be revived, investment to be stimulated and economic progress to be resumed.

Fortunately, men rarely looked in vain to the *vis medicatrix naturæ*; and the urgent character of the present agricultural crisis had given an immense stimulus to co-operative organisation. New and valuable experiments were being tried with conspicuous success in Co-operation, both on national and international lines. These experiments were being carefully studied by the International Committee on Inter-co-operative Relations; and in connection with these studies a tribute of homage was due to the memory of M. Albert Thomas who was the guiding spirit of that Committee and an ardent champion of Co-operation.

The studies of that Committee showed that Co-operation had entered upon a new era in which its scope was being very greatly widened while the tempo of its progress was being accelerated. One needed only to glance at a few out of the many lines of co-operative developments to which both the greater and the smaller countries appeared to have contributed. If in the United Kingdom the Co-operative Wholesale Society had brought its activities into close touch and harmony with the work of the agricultural producer, both at home and abroad, in Hungary, the "Futura" had been developed (on the broad basis of large central co-operative unions) for exporting cereals or for putting them on the home market. This great society—it would be noticed—obtained its supply of cereals mainly from producers organised on co-operative lines and supplied its products to co-operative societies of various foreign countries. Similar movements were going on in other countries including Roumania and Czechoslovakia. Indeed such a movement could with a little more effort and encouragement be made a general one.

Obviously such a maintenance of the record of the new co-operative experiments and of the conditions of co-operation in individual countries, as the resolution suggested, was only the first step towards a publication of the results for the benefit of the world when financial conditions might permit. He had originally intended to suggest periodical publication somewhat on the lines of the publications of the Economic and Financial Organisations relating to Public Finance, Currency, International Trade and Banking. Certainly the topic of Co-operation was not inferior in importance to any of these. A periodical publication of the results of the new experiments would be of the highest value in bringing about a general adoption of the lines of progress which were being traced out. Hitherto several countries had been concentrating on particular aspects of Co-operation instead of making a general advance. Some had limited themselves to co-operation on the credit side, others to distributive co-operation. What was wanted in each case was a well-balanced and full development of Co-operation in each country. Nor was this all. There had to be a proper integration both of productive and distributive co-operation under powerful unions; and upon these would have to be superimposed organisations which would bring co-operative production and distribution into contact both at home and abroad. Nothing could contribute to secure general progress on such lines so much as the publication of a general resumé of co-operative progress throughout the world. For this purpose it would not be necessary for the Economic Organisation to approach the various Governments: it could get the information directly and more speedily from economic experts and organisations in each country.

Only the present financial conditions in the League and the grave need for the utmost economy had prevented the Indian delegation from asking in the resolution for the publication of a brief, though comprehensive, record of co-operative progress and experiments. Nevertheless even if the resolution were adopted as it stood, much would have been gained. The continuous maintenance of the record was indeed a necessary preliminary to its publication; and the encouragement to the collaboration of the various bodies engaged in the study of Co-operation, would be no small gain. He concluded by expressing the confident hope that the resolution, if adopted, would be the modest beginning of most valuable work by the League on Co-operation, and he trusted that as soon as financial conditions improved it would be supplemented by another demanding the publication of the record in a suitable form.

35. M. Jules Gautier (France), who is a well-known authority on Co-operation, warmly supported the Indian proposal. He pointed out that the 1927 World Economic Conference had, *inter alia*, drawn the attention of the League to the need for promoting the conclusion of international agreements for developing collaboration between various kinds of agricultural co-operative societies (producers' and consumers' co-operative societies) and for setting up a Committee of representatives of national and international co-operative organisations of agriculturists and consumers which should draw up a list of the studies to be made and data to be collected and pick out information on results already achieved for the benefit of fresh enterprises. As action by the League on these lines had been held up, the International Co-operative Alliance, the International Institute of Agriculture and the International Labour Office had taken the matter in hand on the initiative and under the direction of the late M. Albert Thomas and had set up an International Committee for Inter-co-operative Relations. This Committee, in whose work the International Labour Office and the Economic Organisation of the League were taking part, had already secured good results.

The resolution, which was supported by Japan, China, Persia, Greece, Hungary, Ireland and Bulgaria, was passed and two paragraphs on the subject were inserted in the Rapporteur's report which we reproduce in the Appendix.

[Appendix II. 3. IV. 10 and VII. 7.]

#### CONVENTION FOR THE EXEMPTION FROM CUSTOMS DUTIES OF FILMS OF AN EDUCATIONAL CHARACTER.

36. In 1930 the International Educational Cinematographic Institute (which is a part of the Intellectual Co-operation Organisation), produced for circulation to Governments a draft Convention for the abolition of customs barriers against educational films. The

draft was sent to the Government of India who, while considering it generally suitable as a basis of discussion, took exception to certain of its provisions. In particular the draft prescribed, as the authority for the issue of certificates entitling a film to exemption from customs duties, the International Educational Cinematographic Institute, to which requests for the classification of films as educational within the meaning of the Convention were to be sent, accompanied by an opinion as to the educational character of the film regarded from the national point of view, and by all information and documents in support. This opinion as to the character of the film was to be issued in each country by a qualified body appointed by Government. There was also to be a right of appeal against the decision of the Institute to a Permanent Committee of Experts to be appointed by the Council. The Government of India thought that this machinery for adjudicating on the character of the films was unnecessarily cumbrous and also that there was no necessity to provide for a right of appeal in matters of this kind. They considered that the Permanent Committee of Experts to be appointed by the League should be the sole authority for adjudicating on the character of films. They suggested also that suitable provision should be made for protests by a High Contracting Party against the decision of the Permanent Committee of Experts which it might consider calculated to have a prejudicial effect on its revenues.

37. The Institute, having considered the replies of Governments, produced a revised draft Protocol which the Italian Government placed on the agenda in the hope that it would be discussed, and possibly opened for signature, at this Assembly. In it an attempt was made to meet the criticisms of the Government of India and in particular that noted above directed against the machinery for adjudicating on the character of films. The authority for classifying the films was to be a national organisation under the control of each Contracting Party, and the certificate issued by this authority was to decide whether the customs exemptions were to apply. The importing country might contest the inclusion of a film and might thereupon refuse to admit the film free of duty. Any Contracting Party interested might refer a dispute of this character to the International Educational Cinematographic Institute, the decision of the Institute being binding upon the Parties. It was provided, however, that the application of this last mentioned provision might be excluded by a reservation made at the time of signature.

38. The revised draft Protocol was subjected to a number of criticisms in the Second Committee. It was suggested that difficulties would result from the grant of power to the Institute to overrule the fiscal authorities of the importing country—a point on which Parliamentary opinion might be sensitive. Moreover,

the fact that a film is regarded in the country of production as an educational film is comparatively irrelevant to the question whether, having regard to educational methods in practice in the importing country, it could properly be admitted free of duty. The draft Protocol appeared to accept this principle in so far as it permitted refusal by the importing country, (subject however on appeal to the decision of the Institute) to accept a certificate given by the competent organisation in the producing country. But if some parties to the Protocol made a reservation excluding the application of the Article which provides for the reference of a dispute of this character to the Institute for decision, disputes would inevitably result, for which no means of solution were provided, between countries which had granted certificates and countries which refused to admit a film furnished with such a certificate. It was urged as a further objection that the procedure proposed in the Protocol would tend to subject the national organisations concerned to great pressure from the film producers in their own countries who would naturally wish to secure for their productions the benefit of remission of customs duties.

39. The question was referred to a small sub-Committee on which representatives of the First Committee were also invited to sit. The sub-Committee produced a revised draft under which the duty of classifying films was laid upon the competent authority of the importing country and which, otherwise, appeared to meet the criticisms described above.

40. Sir J. Coyajee said that the Government of India viewed the principles and essential intentions of the proposed Protocol favourably. They had decided, however, with regret that they were not prepared to adhere to the Protocol in the form submitted by the Italian Government, on the ground that there was no existing organisation in India to which the duty referred to in Article II of that draft, that is, the classification of the films, could be entrusted, and that in the present financial stringency the creation of an *ad hoc* body would not be justified. At the same time it would interest the Committee to know that a system of remitting customs duties on films which were certified to be of a definitely and predominately educational nature was already in force in India.

The amendments proposed by the sub-Committee seemed to him personally to improve the Instrument materially. He was not, however, in a position to commit his Government to that view nor, in particular, to say whether the procedure under the Convention, in the form proposed by the sub-Committee, would be open to the difficulty which he had indicated as arising out of the draft Protocol, namely, whether the duty imposed by Article III upon the competent national authority of the importing country

would, in India, necessitate the creation of an *ad hoc* body which the present financial stringency would not permit.

He was anxious to avoid any suggestion of obstructing progress in any way towards useful international action in this matter. But whatever form the draft Protocol might take as the result of the Committee's discussions, it was clear that there was no prospect of the representative of India being in a position to sign an agreement on the subject at that Assembly, and he imagined that many other delegations would be in a similar position. Indeed, the proposal that the Protocol should be opened for signature at this Assembly was not in accord with the resolution adopted by the Assembly of last year on the preparatory procedure to be followed in the case of general Conventions to be negotiated under the auspices of the League, which laid down in principle that proposals for the framing of a Convention should be brought before at least two Assemblies before the Convention was opened for signature. This resolution had been mainly designed to prevent the premature signing of Conventions by Governments which, on closer examination, might find it impossible to ratify them, or might be able to ratify only after long delay. No special circumstances such as that resolution envisaged seemed to be present, and he thought it unfortunate that the Assembly should so soon be invited to depart from a procedure prescribed only last year, which, while that may not have been its primary purpose, seemed clearly calculated to avoid unnecessary labour and expenditure.

In accordance with the spirit of that Resolution he suggested that the committee should take a decision not upon the form of the Protocol, but on the question whether the subject were *prima facie* suitable for the conclusion of a Convention and, if the decision were in the affirmative, that the observations of Governments upon a draft Protocol should be thereafter sought by correspondence. But as a number of specific criticisms and proposals had already been made by various delegations, he would suggest that the conclusions of the sub-Committee, with any modifications that might subsequently be agreed upon or suggested, should not be passed to the Assembly in the form of a recommendation of the Second Committee, but that in conformity with the spirit of the resolution of the last Assembly, to which he had referred, should merely serve as a guide to the appropriate authority in the production of a draft reconciling the views of different Governments, which should then be circulated to Governments in the usual manner.

Any other procedure was likely to result both in the addition of yet another to the already long list of international Conventions awaiting ratification, and in labour and expense on the part of the Secretariat, as to the desirability of which the Assembly



had not had the opportunity to pronounce—results both of which, as he understood, it was the intention of the resolution of last year to avoid. It was to be remembered that a Convention once opened for signature, its wording could not be altered, and a country, in perfect agreement with the intentions and substance of a Convention, might hesitate to ratify, because of some minor point upon which, if it had been possible to raise it at an earlier stage, it might have been quite easy to get general agreement.

He made this suggestion, however, subject to the understanding that if as the result of its deliberations upon the financial circumstances of the League, the Fourth Committee should recommend that no new sphere of activity should be entered upon by the League unless the matter were one of exceptional importance and urgency, the present subject should not be regarded as falling within that category, and that further work on it by the League should be postponed. Such a recommendation could not be viewed by the Second Committee otherwise than with deep regret, but economy in the opinion of his Government should be regarded as a dominant consideration at this Assembly, and it would clearly be wrong that in the Second Committee he should act otherwise than in conformity with the efforts of the Indian delegate on the Fourth Committee to secure the financial stability of the League. He thought it necessary therefore to emphasise that his proposal was subject to this understanding, and to reserve to his delegation full liberty of action in the Fourth Committee.

41. There was general agreement that it was out of the question to open a Convention for signature at this Assembly and the final recommendation of the Committee, which was accepted by the Assembly, followed the lines of Sir J. Coyajee's suggestion. No decision was taken on the form of the revised draft which is to be circulated to Governments. A meeting of Government delegates is to be convened by the Council, if possible during the forthcoming extraordinary session of the Assembly, at which it is to be decided whether the proposed Convention, with or without amendment, is to be opened for signature. Some doubt was expressed, especially by the delegates of distant countries, whether it would be possible for their Governments to formulate their conclusions in the time available, and it was decided that the meeting should not be held until all Governments had been able to complete their examination of the drafts.

[Appendix II 4.]

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#### FOURTH COMMITTEE.

42. Sir P. Pattani was our representative on the Committee. Owing however to its very heavy agenda, it sat on many days, particularly towards the end of the Assembly, in the mornings as

well as the afternoons (and on occasion again late at night) and where its sittings clashed with those of the First Committee, Sir Denys Bray acted as substitute delegate.

43. The Committee devoted some four days to a general discussion to which most delegations contributed, ranging over the activities of the League during the past year and the Budget. The debate was marked by a lively appreciation of the seriousness of the financial situation of the League as indicated by the Auditor's remarks in his report on the Accounts for 1931, which we quote below :—

“The financial situation of the League of Nations, which was already causing anxiety at the end of 1930, became even more serious in 1931.

The payment of contributions due by States has on the whole proceeded even more slowly than in previous years.

On December 31st last, arrears of contributions amounted almost to the high figure of 19 million gold francs, representing over 30 per cent. of the League's total assets.

The cash balance (excess of actual receipts over expenditure) at the end of 1931 was only 82,000 francs in the case of the Secretariat, and 31,000 francs in the case of the Permanent Court of International Justice, while it was *nil* in the case of the International Labour Office.

The Working Capital Fund had dropped by 512,989 gold francs, representing advances made during the past financial year to the International Labour Office to enable it to meet its budget expenditure, the latter not being covered by the receipts, owing to delay in the payment of contributions.

The Working Capital Fund will have to be reconstituted but even so it is doubtful whether it will be sufficient, in the present circumstances, to fulfil the purposes for which it is intended, especially in the light of new obligations in the immediate and more distant future.”

These remarks of the Auditor which were brought prominently to the attention of the Committee by the United Kingdom delegation, went some way towards bringing the debates into a proper perspective and served perhaps as a check upon some delegations, whose enthusiasm for the activities of the League tended to blind them to the serious threat to those activities which any suspicion of financial instability of the League must involve.

## REDUCTION OF PAY OF OFFICIALS.

44. At the 67th session of the Council in May, 1932, the representative of the British Government had submitted a memorandum on the expenditure of the League, proposing that a special Committee should be set up to consider the scope of the activities of the League, the organisation of the staff and the possibility of reducing the numbers of the staff and the rates of pay. This proposal was rejected by the Council after prolonged discussion on the grounds, among others, that constitutionally the activities of the League and the organisation of the Secretariat were matters for the Assembly and that the Supervisory Commission itself was the proper body to undertake enquiries of this character relating to the Budget expenditure. Finally, it was unanimously decided to invite the Supervisory Commission to prepare a report for the Assembly on the subjects of possible reductions of staff and salaries and a stricter control of expenditure, and the Commission were recommended to associate with themselves two or three experts in the subjects in question. The Supervisory Commission, in response to this request of the Council, invited Sir Malcolm Ramsay, formerly Controller and Auditor-General in the British service, to help them in the capacity of expert. Sir Malcolm Ramsay, whose report was appended to the report of the Supervisory Commission, after a very careful review of the rates of pay of the staffs as compared with the pay of various national services, and after taking into account such special factors as expatriation, the cost of living in Geneva and the qualifications required of the staff of the League, recommended a general reduction of pay of between 10 and 15 per cent. We may here say that we had no hesitation in accepting Sir Malcolm Ramsay's conclusion. We believe that on the merits the case for a reduction in the pay of the staff is incontestable. The Supervisory Commission, however, did not accept this view on the general grounds of the disabilities attaching to expatriation; of the very special qualifications required; of the necessity that the staff should be relieved of pecuniary pressure and be put beyond the risk of temptation; and of the legal position which we discuss below. The Commission concluded that the salary scale of officials now in the Service should remain intact. They admitted that one factor, the fall in prices at Geneva during the last two years, could be adduced in favour of a reduction, but they pointed out that the system of relating pay to the cost of living formerly applied to League officials—i.e., before the revision of rates of pay and the re-organisation effected by the Assembly of 1930—provided for a proportionate reduction applicable to one-fifth only of the officials' pay. They held that if any reduction on the ground of the fall in the cost of living were to be made, it would not be possible to depart from this system, which would lead to a decrease of not more than 2 per cent. They held that it was not worth while, for

what they termed so negligible a result, to disturb the staff and impair the sense of security and stability that earlier Assemblies had sought to give them, nor to enter into prolonged legal controversy as to whether the Assembly had power on its own authority to alter the contracts.

45. As the salary bill of the League amounts to some 17 million francs, or more than half of the total Budget, this question was of the first importance in a consideration of the League's financial position and, quite properly, it dominated the discussion. On the merits, there was a large body of opinion favourable to a reduction such as has been enforced in nearly all national services under the pressure of the economic and financial crisis. The League officials however are for the most part appointed on terms which have a contractual basis and a great divergence of opinion showed itself as to the right of the Assembly to override these contracts, or, if it had the right, as to the propriety of its so doing. The Assembly had set up an Administrative Tribunal to settle private questions of law between the League and its officials. It was pointed out that any change made by the Assembly in the salary or status of officials could be brought by them before this Tribunal, and the possibility had to be considered that the Tribunal might decide the case in favour of the officials, a result which would obviously be very embarrassing to the Assembly. It became evident that this question of the powers of the Assembly in the matter must be settled before any decision could be taken as to a reduction of pay. The question was therefore referred to the First Committee, which appointed from among its members a sub-Committee of three jurists with the request for "a legal opinion as to the power of the Assembly of the League of Nations to reduce the salaries of the officials of the Secretariat, the International Labour Office and the Registrar of the Court of International Justice."

The sub-Committee decided that the officials possess contractual rights in regard to the amount of their salaries. As to whether, the existence of such rights being recognised, the Assembly nevertheless possesses the right to derogate therefrom in exercise of its budgetary authority, they pointed out that this question does not arise in the same manner as it arises for a Parliament which, besides budgetary authority, has power to legislate, *i.e.*, to make rules of law which can override other rules. They concluded that the Assembly had not the right to reduce salaries unless such a right had been expressly recognised in the contracts of appointment. They added that if the Assembly reduced the salaries of officials, the latter would have the right of recourse to the Administrative Tribunal. They had no doubt that the Tribunal in that case would decide in favour of the officials and they pointed out that as the result of such a decision, and in

virtue of the terms of the Tribunal's constitution, the Assembly would be required to make, in the next Budget, provision for paying compensation.

46. This exposition of the legal position abolished all hope of securing a reduction of pay, on anything approaching the scale which the circumstances demanded, by action of the Assembly. The hope remained that the officials might offer to accept a voluntary reduction and many appeals—or if that is too strong a word, suggestions—to that effect were made during the course of the discussion. It was *inter alia* with this possibility in mind and with a view to applying some further pressure to the officials, that Sir P. Pattani spoke during the general debate. He pointed out that expenditure depended on policy. Possibly a position had been reached in which, regrettable as was the necessity, it was in the true interests of the League to curtail its activities, at any rate until world conditions had improved. He emphasised the distinction in the matter of retrenchment between and temporary and permanent economies, while pointing out that to refrain from fresh commitments could not properly be described as economy. Possibly the League had in some respects exceeded its proper sphere of matters of international concern and, even in normal times, some of its activities might be open to criticism on this ground: that was the sphere of permanent economies. But however that might be, the need for temporary economies was beyond dispute. The only circumstances which in his opinion, might obviate or mitigate this necessity would be either a reduction in the pay of officials, or the payment by defaulting States of their arrears, or of a substantial portion of them. The accumulation of arrears was a most disquieting feature and every defaulting State ought, in its own interests and that of the League, to make the most strenuous efforts to meet its obligations. The Committee's conclusions upon these two questions might be fruitful; but in case they were not, it appeared wise to consider now in what directions the League's activities could be curtailed. If the necessary savings were to be made, half measures would not avail and the League must be prepared to sacrifice some of its activities. The Indian delegation was second to none in its appreciation of the devoted service of the Secretariat, and it could not contemplate without deep concern the premature termination of the employment of any individual. He wished therefore, in the friendliest way, to suggest for the consideration of the officials that a reduction of pay such as had been imposed upon the Services of India during the financial emergency and upon the Services in most other countries, was preferable to the termination or postponement of some of the League's activities. That in his judgment would be found to be the only alternative.

47. The decision of the sub-Committee of Jurists still left the possibility of effecting some savings by the reduction of the pay of

new entrants into the League's service or of those who, on the expiry of their contracts, were continued in the Service. The Supervisory Commission had in fact recommended that as from the 15th October 1932, all new appointments should be made on terms 10 per cent. lower than the present scales, and that similarly, when officials already in the service were promoted to a higher grade, the maximum of their new grade should be 10 per cent. lower than the former maximum, the rate of their increments being equally reduced. Taking the view that on the merits a reduction in the pay of the officials was justifiable and that it was the contractual nature of the terms upon which they served which alone prevented it, we were of the opinion that a 10 per cent. cut should be applied in all cases in which it could be applied without a breach of the contract: indeed such a reduction seemed to us the logical corollary of the reference to the sub-Committee of jurists.

48. The United Kingdom Delegation moved a resolution giving effect to this view (except that, as the Supervisory Commission had recommended, its effect was limited to two years) in the following terms:—

“The Assembly decides that for a period of two years from October 15th, 1932:—

- (1) All future contracts, whether contracts for the retention of the services of officials of the Secretariat, the International Labour Office or the Registry of the Permanent Court of International Justice whose appointments expire or contracts with new officials, shall be made on the basis of a 10 per cent. reduction of the existing salary scales of the categories of officials in question (such reduction applying also to the increments) and shall provide that the Assembly shall be entitled unilaterally to change the salaries fixed thereby.
- (2) Members of the staff of these organisations, on promotion to a higher grade, shall be placed upon rates or scales of salary lower by ten per cent. than those now payable to the grades in question, except that the initial salary payable after such promotion shall not be less than the salary received prior to promotion.
- (3) It is understood that the above provisions will not apply to temporary staff engaged on short-term contracts and serving on rates of pay already reduced.”

It was understood that the question of reductions in the pay of the High Direction of the Secretariat, which was under separate consideration as we explain later, was reserved. The resolution,

which was estimated to involve a saving in 1933 of 168,000 francs, was adopted, but later an amendment was moved excluding from its application officials who receive a salary equal to or less than 6,500 francs a year. This received support from a number of delegations and was eventually passed, despite strong opposition, by 15 votes to 10. The effect of this amendment from the budgetary point of view, owing to the fact that a great number of subordinationary employees of the League whose contracts are of very short duration had already suffered reductions, was not serious, the savings estimated to result from the resolution as so amended being 150,000 francs.

49. This resolution, despite the amendment just described, did at any rate embody the principle that salaries should be reduced whenever reduction could be legally made, and as such, apart from the actual savings involved, might have been expected to have a considerable psychological effect on the remaining members of the staffs who, because of the contractual basis on which their pay was fixed, were immune from any compulsory reduction. But when the report of the Rapporteur was placed before the Fourth Committee it was found that the following passage had been added to the resolution:—

“It was understood that for reasons of equity the 10 per cent. reduction referred to above would not apply, except in the case of promotions, to officials who entered the service of the League before the 15th September, 1931”.

(The significance of this date is that thereafter, in accordance with the decision of last year's Assembly, all fresh contracts contained a clause making it clear that the Assembly had the power to revise rates of pay.) The addition of this sentence was at once challenged by the United Kingdom delegation who had moved the original resolution. It appeared that during the debate on the resolution reference had been made to certain hard cases that might result from its application and the Rapporteur, being in some doubt as to the decision of the Committee, had inserted the sentence to enable it to review the position. The Secretary-General pointed out that the pay of an official who had been working in the Secretariat for a considerable period might under the resolution be reduced below that of a man who had been there a much shorter time but whose contract had not come up for renewal. This, in his view, would cause great hardship and would probably lead to administrative difficulties, particularly as the work of the two officials might be exactly the same. The Secretary-General urged the Committee to reconsider this point in order to see whether what he termed an injustice could not be avoided.

The Indian delegation felt that the case for giving special consideration to these officials was weak. Moreover, apart from reducing by half the savings to be effected by the resolution, the addition of the proposed sentence infringed the principle of a reduction wherever reduction was legally possible and as such, in our view, was to be strongly resisted. After a long discussion, during which it appeared by no means certain that the advocates of economy would not find themselves in a minority, the Secretary-General suggested that it should be left to him to make a definite reduction of 150,000 francs in the Budget for salaries. The Rapporteur accordingly proposed that the following should be appended to the resolution:—

“Following a discussion on the effect of this provision the Committee noted the statement by the Secretary-General who undertook to effect economies to the extent of 150,000 francs in respect of the salaries of the Secretariat and the International Labour Organization, excluding economies effected upon the reduction of the salaries of the principal officers.”

50. Sir Denys Bray at once accepted this on behalf of the Indian Delegation on the understanding that the resolution would stand and would bind the Secretary-General to make a 10 per cent. cut in the salaries of all officials whose position was not contractually safeguarded. He welcomed the further economies which the offer of the Secretary-General envisaged and which the Committee no doubt would gladly accept. The Secretary-General however indicated that his offer had been made solely on condition that the disputed sentence following the resolution, regarding those officials who entered the service of the League before 15th September, 1931, should remain unchanged. This was most unsatisfactory for it not only derogated from the principle of a universal 10 per cent. cut wherever it was legally possible, but, as the debate showed, the economies were to be effected not solely or even mainly by reductions in pay, but by keeping posts unfilled. It appeared however that further opposition might imperil even such moderate savings as the Secretary-General had undertaken to make, and when the United Kingdom delegation accepted the Rapporteur's proposal, its approval was a foregone conclusion.

[Appendix III, 1. 1.]

#### NUMBER AND PAY OF POSTS IN THE HIGH DIRECTION.

51. The division of opinion on this important subject of the number and character of the superior directing staff of the Secretariat showed itself in the “First Committee of 13” appointed by the Assembly of 1929, which submitted a majority and a



minority report, and of which Sir Atul Chatterjee was a member. (It may be noted here that Sir Atul and the other members acted in a personal capacity and did not commit their Governments.)

52. The present posts, with their pay and the nationality of the present incumbents, are shown below :—

Secretary-General 100,000 Swiss franc (Entertainment allowance 62,500 francs). (House allowance 25,000 francs).	British,
Deputy Secretary-General 75,000 francs (Entertainment allowance 25,000 francs).	French.
Three Under Secretaries-General 75,000 Swiss francs (Entertainment allowance 12,500 francs)	{ German. Italian. Japanese.
Legal Adviser 75,000 francs	Uruguayan
Nine Directors 41,000—53,000 francs	{ 1 British. 2 French. 2 Italian. 1 { Spanish Polish. each { Swedish. Greek.

53. The feeling of discontent with the existing organisation, which had shown itself before the appointment of the First Committee of 13, took, on the one hand, the line that the Powers having permanent seats on the Council had an unduly privileged position, and, on the other, that the position of Under Secretaries-General was not sufficiently important and that they should be given a greater share in the administration of the Secretariat. (At present Under Secretaries-General are placed in charge of an individual Section and their duties appear to differ but little from those of Directors of Sections.) The cleavage of opinion on the Committee followed these two lines.

The majority of the Committee laid down three principles; firstly, the Secretariat must not only be technically efficient but it must, by its impartiality, command the confidence of all Members; secondly, regard must be had to the principle of international equality amongst the Members: "any arrangement of the higher posts which excludes the nationals of certain Members would seem very difficult to defend"; and, thirdly, from an administrative point of view, it was important that every official should have an opportunity of reaching the highest posts, not excluding that of Secretary-General. Further they held it essential, the Secretariat being an executive body, that the responsibility for action should rest with the Secretary-General: it followed that the post of Deputy Secretary-General must be kept, to provide for the illness or absence of the Secretary-General. They also attached importance

to the direct access to the Secretary-General by Directors of Sections, that is, to his obtaining their views otherwise than at secondhand through some officer of higher status.

54. The majority accordingly recommended the creation of five new posts of Under Secretaries-General of which one was to absorb the present post of Legal Adviser. These five posts were to be assigned to the nationals of States not having permanent seats on the Council and no one State was to have more than one of the three posts of Secretary-General, Deputy Secretary-General or Under Secretary-General. They saw no reason why the post of Secretary-General or Deputy Secretary-General should always be held by a national of one of the Powers permanently represented on the Council. They pointed out as an incidental advantage to this scheme that it would involve no essential change in the organisation of the Secretariat.

Under these proposals the Secretariat would consist of—

- 1 Secretary-General,
- 1 Deputy Secretary-General,
- 8 Under Secretaries-General.

Directors and Chiefs of Sections as at present.

There was to be some re-arrangement of Sections, resulting in 14, each under an Under-Secretary-General or a Director. (This re-arrangement was approved by the Assembly of 1930.)

55. The Report of the Committee was considered at the Assembly of 1930 and the question of the numbers of Under Secretaries-General, including the revision of the pay of the higher posts, was remitted by the Assembly to another Committee. This Committee (the Second Committee of 13) on which Sir A. Chatterjee again sat, was instructed to report to the Assembly of 1931.

In addition to the proposal of the First Committee of 13 to increase the number of Under Secretaries-General, this Committee considered the possibility of abolishing completely all posts of Under Secretary-General—the position of the present occupants of the posts being safeguarded—the proposal being aimed at removing the grievances of the Powers not permanently represented on the Council and being supported by the consideration that there is no essential difference between the functions of Under Secretaries-General and Directors.

56. The Committee were acutely divided on these main issues and finally recommended, while recording their view that they were “not favourable to purely and simply maintaining the *status*

quo', that the position should remain unchanged for three years unless the Secretary-General should notify his intention of resigning before the expiry of that period, in which case the position would immediately have to be reconsidered. Accordingly the Assembly of 1931 decided that "all new or renewed contracts concluded with the Deputy Secretary-General or the Under Secretaries-General—

- (a) should have a maximum duration of three years;
- (b) should contain a clause under which they may be denounced within a period of one year from the date on which the Secretary-General officially notifies the Council of his intention of resigning \* \* \*".

Sir E. Drummond having notified his intention of resigning, consideration of the question could no longer be delayed and this Assembly was compelled, unwillingly enough, to take a decision.

57. The Indian Delegation was given no binding instructions on this subject but was left, while bearing constantly in mind the over-riding importance of economy at this juncture, to use its judgment in regard to any proposal that might be put forward. We had, however, no doubt that, from the administrative and financial points of view, the abolition of the posts of Under Secretary-General was the proper course and that in supporting it we should be best following the spirit of our brief.

58. A general discussion took place in the Fourth Committee during which the abolition of the posts of Under Secretary-General was moved, but the whole question was early remitted to a Sub-Committee of fifteen members, which sat for ten days and was, in fact, the cause of the prolongation of the Assembly's session for several days. The Sub-Committee met in private session but it was evident that high political considerations entered into their deliberations, the prolongation of which was not unconnected with the claim of certain States that certain posts should be filled by their nationals. In the end, the Sub-Committee attained unanimity but upon a recommendation which, so far as the number of higher posts was concerned, was not one of retrenchment but of expansion: they recommended the addition of a post of Deputy Secretary-General. This anomalous result, the political basis of which, as was to be expected, was not elaborated in their report, was accompanied, it is true, by proposals for a reduction in the pay and entertainment allowances of the holders of the higher posts, which effected a net saving of some 85,000 francs. There was, however, no essential connection between the two sets of recommendations; that is to say, the savings could have been effected without the creation of the additional post. The Indian delegation, which was not represented on the Sub-Committee felt

its position to be one of some embarrassment. The Sub-Committee's report was not made available until after the opening of the Fourth Committee's final meeting late on the night of Saturday, 15th October. Having regard to the fact that the Sub-Committee had reached unanimity in the face, it was to be presumed, of great political difficulties, that the closing of the Assembly had already been held up for several days by this question—many delegates and even whole delegations had already left Geneva—and that any amendment of the Sub-Committee's proposals would necessarily mean a re-opening of delicate political adjustments and a further indefinite postponement of the closing session of the Assembly, it was clearly out of the question to hope that any recommendation which did not follow in substance the conclusions of the Sub-Committee would be approved by the Fourth Committee. In these circumstances we thought it well that the Delegation, while supporting those recommendations of the Sub-Committee that were dictated by the true interests of economy, should dissociate itself from the decision to increase the number of highest posts. Accordingly our Secretary, acting as substitute delegate, pointed out that the Indian delegation had no official knowledge of the course of the deliberations of the Sub-Committee and was only made aware at the last moment that among its recommendations was one for an increase in the number of the highest posts. There were no doubt weighty considerations which had been held to justify this anomalous result, considerations which were presumably of a political rather than of a financial character, but the Indian Delegation, not having been informed of these considerations and not having heard them debated, could accept no responsibility for a decision based upon them, and if a vote were taken, would be obliged to abstain.

59. The full proposals of the Sub-Committee, which were approved by the Assembly, are shown in the resolutions reproduced in the Appendix. It will be seen that the proposals as regards the number and character of the highest posts were coupled with recommendations of considerable political importance, namely, that one of the two posts of Deputy Secretary-General should be assigned to a national of a State not permanently represented on the Council; that the "Cabinets" of the Secretary-General and Deputy Secretary-General should not include more than one Member of Section who is a national of the same Member of the League as the holders of these posts; and that not more than two nationals of any one Member of the League should be included among the high officials of the Secretariat (Secretary-General, Deputy Secretary-General, Legal Adviser, Under Secretaries-General and Directors), this principle to be carried into effect at the earliest possible moment, existing contracts remaining unaffected.

## EMPLOYMENT OF INDIANS IN THE SECRETARIAT, ETC.

60. The question of the number of Indians employed in the Secretariat and the International Labour Organisation has exercised previous Indian delegations, and we went very carefully into it ourselves. Nine Indians are at present employed on these staffs in a permanent or temporary capacity. While we must in fairness admit that this figure compares not unfavourably with the corresponding figure say for Japan, the claim of Indians to a larger share is undeniably strong. We observed, moreover, that there was not one Indian Mahomedan so employed; indeed there appear to be not more than two or three representatives, from other States, of this world-wide religion and culture. We felt that it was incumbent on us to make every effort to improve in this position. The point had been strongly pressed by the Indian delegation last year and we considered very carefully whether our representative on the Fourth Committee should not again specifically urge India's claims. We decided, however, that the time was not opportune. The position as regards recruitment to the staffs is even less promising than last year. The Secretary-General has in fact given an undertaking to the Supervisory Commission that during the coming year no permanent post will be created and that no temporary post will be converted into a permanent post. We thought it would be tactically wiser to conserve our ammunition until, with a more favourable economic and financial situation, the League begins again to expand, instead of to restrict, its activities and the recruitment of Indians becomes a practical proposition. We feared too lest we should seem too importunate and run the risk of losing the sympathy of the Fourth Committee by continuing to press for something which it would be evident could not be attained in present circumstances, or which could only be attained by the sacrifice of the main preoccupation of this Assembly, namely, economy. But while we decided not to press the Indian case in debate, we did not fail to take such action of an unofficial character as seemed best calculated to keep the matter before the Secretary-General and to enlist his good offices in so far as the circumstances might permit in the coming year.

## BRANCH OFFICES.

61. As was perhaps to be expected, certain delegates in their search for sources of economy turned their attention to the Branch Offices of the League which, in the aggregate, are responsible for the expenditure in the budget of 1933 of some 400,000 francs. The United Kingdom delegation declared its willingness to support the proposal of New Zealand in this connection (which would have involved the closing of the London Office) on the condition that there should be no selection or discrimination between the Branch

Offices in the various countries. Other delegates, however, showed an appreciation of the different considerations that may be held to apply to the Branch Offices in Europe and to those in more distant countries and we were gratified to find a large measure of support for the view that the position in particular of the Indian and Japanese Offices was to a large extent *sui generis*. Eventually the proposal for the definitive closing of Branch Offices was not pressed and the whole question, including the question of the closing of the Branch Offices of the International Labour Organisation, was referred, as part of the plans for "rationalisation" in the League, to the Supervisory Commission for report next year, the Secretary-General undertaking that he would make no appointment to any of these Offices for a period longer than to the end of 1933. Judging from the course of the discussion, we do not think that any serious threat to the continuance of the Branch Offices in India is likely to materialise.

[Appendix III. 1. IV. A third and fourth paras.]

#### RATIONALISATION.

62. During the general debate suggestions were made by several delegates for reductions of staff in the Secretariat and the International Labour Office, which it was considered could be effected without interfering with the essential work of the League. In particular attention was drawn to the recommendation made in Sir Malcolm Ramsay's report for an extensive process of downgrading, and it was suggested that superfluous posts existed in certain Sections which might with advantage be abolished altogether.

It was agreed that this question could not be usefully discussed in detail in so large a body as an Assembly Committee, and it was moreover reported by the Director of the International Labour Office that the Governing Body of that institution had already begun an enquiry into the whole problem of staffing. It was therefore decided to ask the Supervisory Commission to study in detail the possibilities of making economies in the administrative expenditure of the League by a process of rationalisation, and to request the Secretary-General, in cases where existing contracts come to an end or posts fall vacant for other reasons, to postpone as far as possible the making of new appointments until a detailed examination had been made of the activities of the Section concerned.

The Supervisory Commission was authorised to enlist the help of special experts in the work of rationalisation, and a credit of 45,000 Francs was voted to be used for this purpose if required.

[Appendix III. 1. II. 2.]

## ARREARS OF CONTRIBUTION.

63. The situation as regards arrears has seriously deteriorated since last year. The total sum in arrear increased during 1931 by 3 million francs net, and stood at the end of the year at 18,839,000 francs. On the 31st December, 1931, 24 States were in arrear in respect of one or more years, as compared with 13 in the previous year. The position has, however, improved somewhat since, and on the 31st August, 1932, only 19 States were in arrear, as compared with 15 at the same date last year. Moreover, if the total arrears be stated as a percentage of all the budgets of the League since its institution, the figures, which are then perhaps seen in a truer perspective, are not so alarming. The total of all budgets for the 13 financial periods ending on the 31st December, 1931, amounted to 287,370,000 francs, and the percentage of arrears was 6.55. But of the total arrears, the sum due by China, which has made a special arrangement, with the approval of the 1930 Assembly, to liquidate its debt for the years 1922—1930, over a period of 20 years, amounted, on the 31st December, 1931, to nearly 10,000,000 francs; and if we also exclude the sum of 2,400,000 francs due by the Argentine Republic, which is in a special position, the amount due to the League as arrears was a little less than  $6\frac{1}{2}$  million francs, or about  $2\frac{1}{4}$  per cent. of the total budgets of the League.

In fact, it is not the actual amount of the aggregated arrears which need cause serious alarm so much as the possibility (which is suggested by the increase in the number of defaulting States) that in the present financial and economic condition of the world, the receipts of the League for 1933 may fall short of its cash requirements. Thus the percentage of the total amount of contributions payable for the year which had already been paid by 1st October, 1932, was about 65, which is to be compared with the corresponding figures for 1931 and 1930 of 75 and 83 respectively. Moreover, the default of one State throws directly or indirectly a greater burden on those States which discharge their obligations—a consequence which clearly carries with it the possibility of political embarrassments for the League of a very serious character. The importance of the due payment of current contributions, as distinct from the payment of arrears, was strongly emphasized in a number of quarters during the discussions, and it is to be hoped that the urgent appeal made to those States which have shown a disposition to default will not be without effect.

64. A small Sub-Committee, of which, as already noted, Sir P. Pattani was a member, was appointed to consider this question. Its proceedings and report were confidential. We have some reason to hope that the pressure which it was able to bring upon certain defaulting States and the representations made by it to the

delegates of some such States, who appeared in person before it, may bear fruit.

65. The Assembly of 1931, in view of the catastrophe in Nicaragua, which had totally destroyed the capital of the State, decided to exempt her from the payment of half her contribution for 1932 and to defer the payment of the balance. This Assembly extended the application of this concession in respect of 1933.

[Appendix III. 3.]

## PENSIONS.

66. Pensions at 1,840,000 francs show an increase of 840,000 francs over the expenditure for 1931. The Staff Pensions Regulations, which were approved at the Assembly of 1930, provide for the establishment, as from the 1st January, 1931, of a Pensions Fund in which all officials appointed after the 1st January, 1931, participate, provided that their appointment is made without any fixed limit of time, or for a fixed period of not less than 7 years. Officials appointed before that date were given the option, to be exercised before the 1st January, 1932, whether they would continue to be members of the Provident Fund, or participate in the Pensions Fund. The figure included in the Budget for 1933 as the League's contribution to the Pension Fund is equivalent, in accordance with Article 7 of the Staff Pension Regulations, to 9 per cent. of the salaries of the members of the Fund, and to the sum necessary to amortise in 30 years the deficit of the Fund resulting from the application of the system to officials in the service before January 1st, 1931.

The contribution to the Provident Fund is shown under "General Service of the Secretariat" and as most officials have elected to join the Pension Fund, the Provident Fund contribution shows a big reduction, namely, from 664,000 frs. to some 33,000 frs. The balance of 631,000 frs. should be added to the pensions contribution for 1931, in order to make a proper comparison between the total pensionary charges of the two years. The increase on this basis in the total pensionary charge is some 200,000 frs.

67. Sir Denys Bray drew attention to this increase. He pointed out that in 1930, the Indian delegation had expressed grave doubts as to the desirability of setting up a Pensions Fund and as to the administrative and financial soundness of the scheme put forward and had expressed a strong preference for the development of the Provident Fund. But the Fourth Committee and the Assembly had decided otherwise. At that time it was estimated that the total cost of the Pensions and the Provident



Funds would be about 1,500,000 frs. The figure for 1933, however, amounted to 1,875,000 frs. a tremendous rise in a very short time. He enquired as to the cause of the rise and asked for an authoritative assurance that this gargantuan stride would not be repeated. M. Rappard in reply gave three reasons for the increase. First, the annual increments in salaries; secondly, the fact that 40 officials had joined the Fund since 1930; and thirdly, he said that the increase was largely accounted for by the fact that almost the whole of the liabilities of the Provident Fund had now been transferred to the Pensions Fund. If the figures for next year show a further considerable increase, we suggest that the matter should not be allowed to drop.

68. The existence of the Pension Fund tempted certain delegations to suggest, in one form or another, that in the present financial circumstances the League might have recourse to it to tide it over its immediate necessities. Thus the Irish Delegation suggested that the payment of 400,000 frs. towards the amortisation of the initial deficit of the Fund should not be made this year and that the Working Capital Fund might be increased by borrowings from the Pensions Fund. In other quarters it was suggested that the League's contribution to the Fund might for this year be fixed at a lower figure than that recommended by the Actuary, namely, 9 per cent. of pay—a device which, of course, would merely postpone the burden to later years and in no way lighten it. Fortunately for the credit of the League, very little support was forthcoming to proposals of this character.

[Appendix III. 1. IV D.]

### BUDGET.

69. The total Budget of the League for 1933, as finally approved by the Assembly, amounting to 33,429,000 frs., shows an increase on the Budget for 1931, of 1,790,000 frs. and on the expenditure for 1931 of 4,400,000 frs. but a decrease on the Budget for 1932 of 259,000 frs. The Budget for 1932, however, contained 3,500,000 frs. on account of the Disarmament Conference whereas the Budget for 1933 under this item contains only 500,000 frs. The modifications made in the Budget by the Fourth Committee resulted in a net increase due to the insertion of 435,900 frs. to meet the expenses of the World Economic and Monetary Conference, for which no provision had been made. Apart from this item, the Fourth Committee secured a net reduction of 334,000 frs. The details are given at the end of the Committee's report in the Appendix.

[Appendix III. 1. IV.]

## FIFTH COMMITTEE.

### TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

70. The Convention for the Limitation of the Manufacture of Narcotic Drugs of 1931 occupied much of the time of the Committee. Under Article 30, this Convention will come into force 90 days after the Secretary-General has received the ratifications or accessions of 25 States, including any four of the following: France, Germany, United Kingdom, Japan, Netherlands, Switzerland, Turkey and the United States of America. It is further provided that if the Convention should not have come into force on the 13th July 1933 (which would necessitate the deposit of the necessary number of ratifications or accessions by the 13th April 1933) the situation should be brought before the Council, which might convene a fresh Conference. It is important therefore, if the results achieved at the Conference are not to be wasted, that the necessary number of ratifications should be deposited before the 13th April 1933.

At the date of the Assembly only 6 States, among them the United States of America, had ratified or acceded. The Supervisory Commission, on the pessimistic assumption that sufficient ratifications would not be deposited by the due date, had suppressed the credit in the Budget for 1933 of 31,600 francs necessary to cover the expenses involved in the bringing into force of the Convention.

71. Sir J. Coyajee intimated that there was no doubt as to the desire of the Government of India to ratify the Convention and it was intended that a resolution relative to an amendment of the Dangerous Drugs Act of 1930, which was a necessary preliminary to ratification, should be moved in both Houses of the Legislature during the ensuing session. A large number of other delegations, including those of Italy, France, Germany, United Kingdom, Japan, Switzerland and the Netherlands, having declared their intention to ratify with the least possible delay, a much more hopeful view could be taken and the necessary credit was re-inserted in the Budget.

72. It is worth noting that the delegation of Yugo-Slavia, while expressing the earnest desire of its Government to reduce to a minimum the abuse of narcotics and the traffic in dangerous drugs, pointed out that the opium poppy had been cultivated in the southern part of Yugo-Slavia for centuries past and that this cultivation required a special soil on which it was difficult to grow anything else. Yugo-Slavia was therefore forced to regard the question of opium not simply as a social, but also as an economic question. The economic interests of the producers of raw opium had to be taken into consideration and the Government of Yugo-Slavia could not accede to the Convention until the relation

between the production and sale of opium had been regulated with due regard both for humanitarian principles and for the legitimate interests of producers.

73. A good deal of criticism was directed against the results of the Bangkok Conference. The attack was led by China who declared herself in favour of the complete prohibition of the import, export, manufacture, possession and use of prepared opium as the effective means of facilitating the limitation of poppy cultivation. The discussion centred mainly round the Chinese criticisms which were contested by a number of delegations, notably those of Holland, France and the United Kingdom. Sir J. Coyajee pointed out that in the case of India financial considerations had certainly not been allowed to influence opium policy. India had been the first to initiate the policy of restricting at once the production, consumption and export of opium and was still in the van of progress in this matter. While the specific proposals put forward by the critics of the results of the Bangkok Conference were demonstrably impracticable, the policy of India, if less spectacular, had rigorously and steadily cut down both production and export. He took the opportunity to remind the Committee that neither at the Conference nor in the course of the criticisms directed against its results, had India been directly attacked, but that on the contrary her action in reducing exports of raw opium to the smoking countries by 10 per cent. of the basic amount each year, so that export would cease by the end of 1935, had been frequently referred to with strong commendation.

74. The Spanish delegate submitted a resolution relating to the proposed Conference for the limitation and control of the cultivation of the poppy and the harvesting of the coca leaf. This resolution, while ostensibly designed merely as an endorsement of the decision of last year's Assembly to summon this Conference, in fact had far wider and very tendencious implications. The Preamble of the resolution declared *inter alia* :

"Whereas the fullest possible information is necessary with regard to raw opium and the coca leaf and the use thereof ;

And whereas it is felt that the Conference cannot achieve this object unless all the problems directly connected with the consumption of opium in all its forms are satisfactorily solved . . . . ."

Sir J. Coyajee took strong objection to this resolution. He pointed out that the words quoted went much beyond the proper objects of the proposed Conference, namely limitation and control of the cultivation of the opium poppy and the harvesting of the

coca leaf. No doubt some study of the relevant aspects of the consumption of opium was necessary in connection with the control of production, but the words quoted, by enlarging the enquiry into every possible topic of consumption, changed it from a study of production to a 'comprehensive study of consumption in every aspect. The necessary steps for setting up a Conference decided upon by the 1931 Assembly had already been initiated. The Spanish proposal involved a radical change in, and an indefinite extension of, the scope of that Assembly's decision. He thought it hardly appropriate that a proposal involving such important consequence should be brought up before the Committee at short notice. The proposal for the Conference originated in the recommendation of the Commission of Enquiry into the Control of Opium Smoking in the Far East. He quoted the relevant passage from that Commission's report and showed that there was there no suggestion for an enquiry of the unlimited scope suggested by the Spanish resolution, an enquiry, that is, into all the problems directly connected with the consumption of opium in all its forms. He was bound to oppose most strongly any such proposal and he added that, apart altogether from other considerations, the present appeared to him not to be a time to suggest such an addition to the Budget as this complete alteration in the character of the Conference would involve.

Several delegations, among them the Netherlands, the United Kingdom, Japan and Germany having supported this protest, the Spanish delegate withdrew his resolution and substituted an innocuous suggestion for insertion in the Rapporteur's report, that the technical preparations for the Conference should be as thorough as possible.

[Appendix IV 1.]

### **Advisory Commission for the Protection and Welfare of Children and Young People.**

#### **CHILD WELFARE AND TRAFFIC IN WOMEN AND CHILDREN.**

75. The discussion ranged over the whole work of the League in these fields since the last Assembly. We were glad to find some recognition of the danger of the Commission exceeding its proper limits of matters of truly international concern and of invading the purely national spheres of States, a danger to which it is exposed from the nature of its enquiries. The conclusions of the Committee are stated in its report and in the resolutions passed by the Assembly. It is only necessary for us to refer here to the following questions.

TRAFFIC IN WOMEN AND CHILDREN—AMENDMENT OF THE  
CONVENTIONS OF 1910 AND 1921.

76. The International Convention for the Suppression of the White Slave Traffic of 1910 provided, *inter alia* :—

*Article 1.*

“Whoever, in order to gratify the passions of another person, has procured, enticed, or led away even with her consent, a woman or girl under age, for immoral purposes, shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

*Article 2.*

Whoever, in order to gratify the passions of another person, has, by fraud, or by means of violence, threats, abuse of authority, or any other method of compulsion, procured, enticed or led away a woman or girl over age, for immoral purposes, shall also be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries”.

It was agreed by the final Protocol that the words “woman or girl under age” and “woman or girl over age” referred to “women or girls under or over 20 completed years of age” and the Convention of 1921, which *inter alia* applied the provisions of the 1910 Convention, raised this age to 21. India signed the Convention with the reservation of the right, at her discretion, to substitute the age of 16 years, or any greater age that might be subsequently decided, for the age of 21. Actually, when legislating to implement the obligations undertaken, the Indian Legislature fixed the age limit in question at 18.

77. The Traffic in Women and Children Committee for some years has been considering the elimination of this age limit from the Convention, thus making the act of procuring, etc., an offence in the case of adult women, giving their consent, whether or not fraud or compulsion had been used. The impunity as regards traffic in women who are over the age, in the opinion of the Committee, hampers the effective suppression of the traffic in minors. The Committee obtained the views of Governments on this question and a large majority (30 out of 31 who had sent in answers, according to the Committee's report) declared themselves in principle in favour of the proposal.

78. The Committee took the same line this year. Its draft resolution urged Governments to introduce as soon as possible the necessary modifications in their national legislation to make the traffic an offence even if the victims are over age and consent, and recommended revision of the International Conventions of 1910 and 1921 by abolishing the age limit. Sir J. Coyajee thought it advisable, especially in view of some rather misleading statements in certain League publications which might have given the impression that India was among those countries which had already declared themselves as definitely supporting the proposal, to explain the position of the Government of India. He pointed out that the Government of India were at present considering the recommendation of the Indian Age of Consent Committee that the age of consent outside marriage should be raised to 18 and that while this matter was still under consideration, they did not wish to express a definite opinion on the proposal to eliminate the age limit from the Conventions except to the extent that there was not likely to be any objection in respect of foreign women.

[Appendix IV 2.]

#### COMPOSITION OF THE COMMITTEE.

79. The question of the future composition of the Committees gave rise to some discussion. The Commission had considered the question in 1929 at the request of the Council, especially in relation to the number and character of the assessors and the duration of their appointment. Certain decisions of a provisional character were then taken as regards the assessors and it was decided that the general question should be re-examined in 1932. But at its 8th session in April 1932, the Commission appointed a sub-Committee to report to it on this question at its next meeting. The question was therefore not ripe for a decision at this Assembly and the discussion in the Fifth Committee served the purpose only of ventilating the views of the various delegations for the guidance of the sub-Committee.

80. Sir J. Coyajee referred to the importance of giving a preponderance to the expert element, the formation of the right policies regarding child welfare requiring, as well as enthusiasm, the proper kind of scientific guidance. The suitable equipment of such experts included an acquaintance not only with the principles of public health, but also with various aspects of biology and sociology. He hoped that in future some of the experts would be chosen from among the women scientists of India and other Asiatic countries, but in this as in all scientific work, quality counted for far more than quantity, and only women from the East should be made members of the Committee who were

thoroughly equipped by varied scientific studies to deal adequately with the important topics coming before them. Though the topics of child welfare in the East have special aspects, one should avoid parochialism, and he would be glad to see distinguished women scientists from some of the countries of Asia working with their European sisters on the Committee.

[Appendix IV 2 & 3.]

#### PENAL ADMINISTRATION.

81. The question of the improvement of penal administration and the treatment of persons in captivity had been before the League as a result of a petition presented to the Council in 1929 from the Howard League for Penal Reform, London, supported by a large number of other organisations. At the Assembly of 1931, the Rapporteur of the Fifth Committee, in a report on this subject, advocated in addition, the international unification of penal law. The majority of delegations were not prepared to go beyond the further consultation of Governments on this question and the resolution passed by the 1931 Assembly instructed the Secretary-General, *inter alia*, to ask the International Prison Commission to reconsider the Standard Minimum Rules\* in the light of the observations of Governments; to consult further with the various international bodies concerned, with a view to developing international co-operation in the suppression and prevention of crime and to ascertaining how the League might best help towards a gradual unification of criminal law. In accordance with this resolution, representatives of seven international organisations met in May 1932 and produced a compendious resolution which was adopted unanimously and was submitted to the various organisations represented for ratification. In regard to that part of the resolution of the 1931 Assembly dealing with the execution of penalties, the reply of the International Prison Commission to the Secretary-General's reference had not been received. The discussion therefore in the Committee dealt mainly with the other two heads of the resolution, namely, progressive unification of penal law and international co-operation for the prevention and suppression of crime.

82. Sir J. Coyajee after observing that no delegation from the East had so far spoken on the subject, pointed out that while the international unification of penal laws might be accepted as the desirable ideal, the differences in laws are accounted for by

\*The International Prison Commission, at the instance of the Council, had drawn up a set of 55 Standard Minimum Rules for the Treatment of Prisoners, which, while not pretending to describe a model organisation for prisons, were meant to indicate the minimum conditions which should be observed in the treatment of prisoners from the humanitarian and social points of view.

differences not only of national psychology but in economic conditions. It would be only by a notable change in national psychology and social conditions that the aim of a full identity of penal laws in the different countries could be achieved. A general spread of education would no doubt be an important factor but this consummation, although devoutly to be wished for, could only be achieved very gradually. Since physical, climatic and social conditions vary from country to country, caution was required in framing universal rules of penal administration and the difficulties of uniformity under widely different conditions were not to be ignored. As regards the Standard Minimum Rules for the Treatment of Prisoners, he claimed that in many respects Indian jail administration was far in advance of the minimum requirements laid down, and that where there were departures on particular points from these requirements, it was due to the fact that the penal system of any country must have some relation to its general social conditions. Some of the rules could not be strictly applied owing to the special conditions of India. He thought there was no objection to a reference of the resolution of the international organisations passed in May 1932 to the various Governments for their observations.

[Appendix IV 4.]

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## SIXTH COMMITTEE.

### ADMISSION OF IRAQ TO THE LEAGUE AND TERMINATION OF THE MANDATORY REGIME IN IRAQ.

83. Under Article 22 of the Covenant the question of Mandates is the special concern of the Council advised by the Permanent Mandates Commission. This Commission at its 20th session considered the conditions to be fulfilled before the mandated regime could be brought to an end in respect of a country placed under that regime. The Council having considered the conclusions arrived at by the Commission decided that the degree of maturity of mandated territories, which it might in future be proposed to emancipate, should be determined in the light of the principles laid down by the Mandates Commission, though only after a searching investigation of each particular case. The Council added in its resolution that it would naturally have to examine with the utmost care all undertakings given by the countries under mandate to the Mandatory, in order to satisfy itself that they were compatible with the status of an independent State and more particularly that the principle of economic equality was safeguarded in accordance with the spirit of the Covenant and with the recommendations of the Mandates Commission.



84. Iraq was one of the territories described in Article 22 of the Covenant as having reached a stage of development at which their existence as independent nations could be provisionally recognised, subject to the rendering of administrative advice and assistance by a Mandatory until such time as they were able to stand alone.

The mandate for Iraq was entrusted to His Britannic Majesty by the Principal Allied Powers in April, 1920; but the normal conception of a mandate proved to be inappropriate in the case of Iraq as implying a form of tutelage inconsistent with the measure of independence which the Iraqi State had even then acquired. The relations between the United Kingdom and Iraq were accordingly placed upon a treaty basis in 1922, and that basis was approved by the Council of the League by its decision of September 27th, 1924, as giving effect to the provisions of Article 22 of the Covenant.

85. The British representative on the Council having expressed a hope that the Mandates Commission would study without delay the question whether Iraq could be emancipated from the mandate, the Council, at its meeting in September, 1931, requested the Commission to submit its opinion on this proposal in the light of the conclusions reached at its 20th session referred to above. The Commission thereupon proceeded to an examination of this question. It held that the attainment of an ideal standard of administrative efficiency and stability was not a necessary condition for the termination of the mandatory regime in Iraq, and that there could not be any question of expecting a country, whose emancipation was proposed, to be able to challenge comparison with the most highly developed and civilised nations of the modern world. They considered that the information collected justified the assumption that Iraq now possessed a settled government and an administration capable of maintaining the regular operation of essential Government services, that it was able to maintain the public peace throughout its whole territory, that it had at its disposal adequate financial resources to provide regularly for normal Government requirements, and that it possessed laws and a judicial organisation likely to afford equal and regular justice to all.

The Commission held that the present military establishment of Iraq was not such that the country could be regarded as capable of maintaining its territorial integrity and political independence against a foreign aggressor by means of its own national forces. But it noted that, if Iraq were admitted to the League, it would enjoy the guarantees of security which all the States Members of the League derived from the Covenant. Moreover, in the same eventuality, the Anglo-Iraqi Treaty of Alliance of June 30th, 1930—Article 4 of this Treaty ensuring that the contracting parties would furnish mutual and immediate aid in case of war—would automatically come into force. The Commission felt that Iraq in these circumstances, and if the termination of the mandate were

accompanied by her admission to the League, fulfilled the condition concerning the defence of her territory, interpreted in the sense attached to it by the Commission in the course of its previous discussions.

As regards the guarantees to which Iraq should be asked to subscribe before being released from the mandatory regime the Commission recommended that the effective protection of racial, linguistic and religious minorities should be ensured by means of a series of provisions inserted in a declaration to be made by the Iraqi Government before the Council of the League and by the acceptance of the procedure laid down by the Council in regard to petitions concerning minorities.

The Committee further dealt with certain safeguards for the interests of foreigners in judicial matters, for the fulfilment of financial obligations and for the principle of economic equality, and they recommended that Iraq should subscribe to guarantees such as to ensure freedom of conscience and public worship and the free exercise of the religious, educational and medical activities of Missions, respect for the rights of every kind legally acquired under the mandatory regime and the maintenance in force of international Conventions. Finally, the Commission, after examining the undertakings entered into by Iraq with the United Kingdom, from the point of view of their compatibility with the status of an independent State, concluded that these obligations did not explicitly infringe the independence of the new State.

86. The Council, in January, 1932, decided that the termination of the mandatory regime in Iraq should be subject not only to the fulfilment of the conditions indicated by the Mandates Commission, but also to the admission of that country to the League. Iraq accordingly submitted a formal application for admission. The application was supported by the Mandatory Power and, as the conditions laid down by the Council had been fulfilled, by the Council.

87. The Sixth Committee appointed a sub-Committee to examine the request for admission. The sub-Committee, having examined the declaration whereby Iraq entered into the undertakings required by the Council in regard to the protection of minorities, the economic system, judicial organisation, international Conventions, acquired rights, financial obligations, and freedom of conscience, found that the conditions for admission of new Members to the League had been fulfilled.

88. Sir Denys Bray moved that the report of the sub-Committee be adopted. Though not an actual neighbour of Iraq, India's ties with Iraq were, and had always been, of the closest. The emergence of another Muslim State into the world would be followed by the many million Muslims in India with a brotherly regard.

The entry of another Asiatic State into the League would mean much to India at large; for in India it would add much to the meaning of the League itself.

India valued greatly her commercial ties with Iraq. There were other ties less material, indeed insubstantial, which she valued perhaps more. For now that Ur of the Chaldees and the Indus Valley had been made to give up their mighty secrets, India found herself co-heiress with Iraq in the oldest man-made heirloom of the world—an amazing civilisation, thousands of years older than the first dawns of the civilisation in which we live.

India's modern ties with modern Iraq were a matter of history. High tribute had been paid in the Committee and elsewhere to the Mandatory for the account she had rendered of her stewardship. No one who knew anything of the difficulties of administration, or had any inkling of the peculiar difficulties in Iraq, would seek to detract from that tribute. Yet some share in it must be passed on as of right to India. For of the many administrators, high and low, British and also Indian, through whose skilled and faithful hands the Mandatory discharged her administrative task, there were very few who had not served their administrative apprenticeship—and more also—in India.

And so it was with a glow of almost family pride that India now watched Iraq set out upon the adventure of life. Iraq carried with her India's every good wish for prosperity and progress. She carried with her, perhaps above all, India's most keen, and not wholly disinterested prayer, that in her handling of her minority difficulties Iraq might stand forth an ensample alike to Asia and to some distracted countries of Europe.

89. Several other Delegations having spoken in terms of warm welcome, the Committee unanimously recommended the admission of Iraq to the League.

[Appendix V 1.]

#### SLAVERY.

90. Efforts have been made at recent Assemblies, notably by Lord Cecil on behalf of the British Government, to secure the creation of a Permanent Slavery Commission analogous to the Mandates Commission, or failing that to revive the Temporary Commission which sat in 1924 and 1925 and led up to the Slavery Convention of 1926. The latter proposal was supported by the Indian delegation in 1930, but largely on financial grounds failed to secure acceptance. The British delegation, again with the support of the Indian delegation, revived the proposal at the Assembly of 1931, but it was again rejected. The proposal was eventually approved at that Assembly for the appointment "for one year of a small Committee of Experts to examine the material

upon slavery, which has been supplied or transmitted by Governments since the signature of the Convention of 1926. This Committee will submit to the Council suggestions with a view to recommending to the next Assembly the measures of assistance which the League of Nations could render to those countries which have agreed to abolish slavery, and which request such assistance."

91. The Report of this Committee, which was published during this Assembly, reviewed the world position in a series of chapters relating to the Status and Legal Status of Slaves, Slave Raiding, the Slave Trade, Slave Dealing (including transfer by exchange, sale, gift or inheritance), Practices Restrictive of the Liberty of the Person, Serfdom, and the Transition from Service Labour to Free-wage Labour and Independent Production; and under each heading made suggestions, some of them seemingly of a very practical and useful character, for action by the Governments concerned. Finally the Committee, being of opinion that in view of the need for continuity, a temporary Commission, working under the same conditions as the Temporary Commission of 1924, or as they themselves had worked, could not perform the functions required of such a body, recommended the creation of a small Permanent Commission, the duties of which would be :

"(a) To receive, in addition to the documents mentioned in Article 7 of the 1926 Convention, the reports from Governments \* \* \* \* and possibly any information supplied by diplomatic and consular agents concerning slavery which Governments might be disposed to forward to the League;

(b) to seek out and collect any other information relating to slavery published in the newspapers, periodicals or any other publications;

(c) to classify such documents according to a methodical system."

This Commission was to be a purely advisory body, whose reports would be forwarded to the Council, not need to meet, it was suggested, more often than once in every two years.

92. The report of the Committee of Experts was remitted by the Sixth Committee to a sub-Committee, of which, as already noted, Sir Denys Bray was a member. The sub-Committee endorsed the recommendations of the Committee of Experts for the setting up of a Permanent Commission which, they suggested, should consist of seven members, all of different nationalities, chosen for their special knowledge of slavery, and appointed for an undefined term, the Council reserving the right to renew the composition of the Commission every six years.

The competence of the Commission was however restricted in one respect. The Committee of Experts intended that the Commission should receive information from private individuals or organisations, subject to the safeguard that the Government of the State in which they were domiciled or situated were satisfied that they were likely to give suitable and trustworthy information. Certain delegates, notably the Portuguese, declined to admit the adequacy of the safeguard and it was necessary, if unanimity were to be secured, to debar the Commission from direct access to such sources. In practice it may be found that this will not seriously impair its usefulness.

93. Sir Denys Bray, speaking immediately after the delegate of Portugal, expressed his satisfaction that after playing a purely negative and critical role for a long time, certain delegations had this year taken a constructive part in the work of the Committee on Slavery.

The proposal before the Committee was a compromise; but it was businesslike and there was no reason why the body which was to be set up should not perform the work for which it was being appointed. If financial circumstances were not very favourable, the costs of its working were so small that it would surely escape the axe of the Fourth Committee.

He had at first supposed that since it had been possible merely with the aid of a Committee of Experts to secure work of the high value of the report, there would hardly be need to set up a permanent body. He realised now that continuity was essential.

To judge by his personal experience along the borders of India, he was tempted to believe that publicity was the most effective solvent of slavery. On the one hand it encouraged the individual efforts of the slaves themselves, and sometimes took them to a place where their manumission was assured; on the other, it had an even more powerful effect on the community by developing in it a desire to stand without fear and without reproach before the bar of civilised conscience.

When signing the 1926 Convention, India had had to make certain reservations concerning various inaccessible and wholly unadministered tracts on her frontiers where she feared she was unable strictly to carry out her undertakings. In the wild Triangle and Hukawng Valley, however, at the cost of repeated expeditions, much money and some human lives, she had succeeded in clearing up the position, and over those particular tracts reservations were unnecessary.

It had been said in the sub-Committee that the reports on these Burma expeditions were too reticent. Hitherto he had been inclined to think them a little too prolix, perhaps because he himself had been able to fill the gaps from his own knowledge of the

expeditions and their inception. The latest reports showed impressively how easily former masters and slaves could adopt themselves to their new status and meet each other in the simple relationship of man to man.

94. The proposals of the sub-Committee were approved by the Sixth Committee, but as neither the original budget nor the supplementary budget provided funds for setting up such a body, they had to stand adjourned under the financial regulations until the next Assembly, unless by a special vote taken by a two-thirds majority the Assembly or the Finance Committee should decide otherwise. The proposal was, therefore, laid before the Fourth Committee for a decision on the question of principle whether on grounds of urgency the appointment of the Commission should be proceeded with this year. In the Fourth Committee Sir Denys Bray spoke briefly in support of the proposal, but the Committee, faced, through its failure to secure adequate savings by a cut in pay, with the imperative need for economy in other directions, rejected it.

95. The Indian Delegation in 1930 had felt constrained to oppose Lord Cecil's proposal for a Permanent Commission. The situation was altered, however, by the unanimous recommendation of the seven distinguished and experienced administrators who composed the Committee of Experts and whose views, in our opinion, could not be disregarded. While fully recognising the extreme difficulty, if retrenchment is to be effective, of discriminating in favour of any particular item of new expenditure, we regret that the axe should have fallen upon this small measure, the average annual cost of which was put at only some 16,000 francs, a sum disproportionately small as compared with the results that might have been expected to follow from it.

[Appendix 'V 4.']

### **Closing Session.**

96. Our Leader spoke to the Report of the Fourth Committee in the final plenary session of the Assembly. His Highness said :

“Certain questions of vital importance for the world have this year fallen outside the scope of the Assembly. Nevertheless one question remained, upon which, if it were to discharge its responsibilities it was incumbent upon the Assembly to take resolute action—I mean retrenchment—which the League in common with the rest of the world must face.

I do not wish to give countenance to the somewhat alarmist views which have found expression in certain quarters, but the financial position of the League is unquestionably such as to demand

its most serious consideration. I should like to hope that the appeal to those States which are in arrears with their contributions will bear fruit. But, as the delegate for India said in the Fourth Committee, there is no escaping the conclusion that there are only two practicable alternatives before us, either a reduction in salaries on such a scale as to secure really substantial economies, or a curtailment of the activities of the League.

It has now become clear that no decision of the Assembly can secure a reduction of salaries on anything approaching the scale that the situation demands. We must therefore face the alternative, a curtailment of the League's activities. When I use the word "curtailment" I do not mean necessarily an actual cession of work already undertaken—a desperate expedient to which I do not think we need yet have recourse—but a check in the progressive expansion of the sphere of its undertakings. I deeply regret that it should be necessary to have recourse to this expedient. Growth is as natural to the League in the early stages of its existence as to the child, and a check to that development is as unnatural and harmful as is the check to the growth of the child. This all members of the League will recognise with equal concern.

But there is a special aspect of the question, on which, on behalf of India, I feel I should speak very frankly. I deplore the necessity for any curtailment of the League's activities but especially do I deplore, from the point of view of India, the failure to secure a reduction of salaries, which would have saved us from that necessity. I cannot contemplate without anxiety the effect upon opinion in India of the knowledge that, alone of public administrations, the League Secretariat may remain almost unaffected by the universal stringency."

### **Contributions from Governments to the New Buildings.**

97. The President referred to the question of gifts by Governments towards the decoration or furnishing of the new buildings. Such contributions were not only concrete proof of the interest of Governments in the work of the League but also gave the opportunity for the display of national arts and industries, and he had no doubt that a number of countries would wish to make them. A certain number of gifts had already been received: for example, the wood work and panelling for two committee rooms, from New Zealand and South Africa; the furniture for the office of the Secretary-General, from the Netherlands; the Speaker's Platform for the Assembly Hall, from Australia; and other offers were coming in.

We recommend that the question of a gift from India should be considered. We realise of course the financial difficulties of the

time but the effect of such a gift need not necessarily be at all proportionate to its cost. The gift, for example of a small quantity of timber from Indian forests—if we may venture to offer a suggestion—whether for the making of furniture or for panelling, while costing very little, would we think make a favourable impression and (quite apart from any possible value as an advertisement of Indian timbers) be money well spent from the point of view of India's position at Geneva. We understand that the progress of work on the buildings makes the matter one of some urgency.

### Concluding Remarks.

98. For reasons which we have explained, it was not to be expected that any spectacular piece of constructive work would emerge from this Assembly. It would be wrong to disparage the value of its achievements on that account.

Although it was unable to effect that all-round reduction in the pay of officials which would have contributed so much to the League's financial stability, nevertheless there resulted, we believe, from the discussions in the Fourth Committee a very general recognition that a threat to that stability is a threat to the whole range of the League's activities, if not to its very existence. There is sometimes a danger lest at Geneva realities be obscured by a too enthusiastic idealism, and the seeds of a true economy sown at this Assembly will bear fruit.

The Assembly of 1932 registered continued progress in the activities of all the League's varied organs—in those routine activities, its daily round and common task, laid upon it by the Covenant, which, if they do not figure often in newspaper headlines, contribute powerfully to its influence in the world. We left Geneva impressed with the scope and value of the League's work in these fields, and proud that India should share in it. Her gain from so doing is great, both directly and indirectly. It is a gain which cannot be measured in rupees, and we are confident that any criticism of her membership based on its cost, is misdirected.

The interdependence of nations in every sphere of human activity becomes daily more evident, and, in the words of our Leader in a speech we have already quoted, "in the co-operation of nations lies the only sure hope of the world's salvation". By her association with the League India not only finds her opportunity to enhance her status as a Member but shares also in the benefits to the world as a whole that flow from the co-operation of the nations.



### Acknowledgments.

99. We were very fortunate to have our Delegation strengthened by the addition of Sir Jehangir Coyajee, as Substitute Delegate. His technical qualifications, powers of exposition, and past experience of League Assembly work, proved invaluable to us.

We received throughout every possible assistance from our small but very capable staff headed by Mr. W. H. Turner.

(Signed) AGA KHAN.

P. D. PATTANI.

DENYS BRAY.

19th November 1932.

## APPENDIX.

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(The Resolutions proposed by the Committees are marked by a line in the margin, and were adopted by the Assembly in the form shown.)

### I.—First Committee.

#### 1. *Proposal of the Norwegian Government for the Amendment of Rules 4 and 17 of the Rules of Procedure of the Assembly.*

The Assembly has referred to the First Committee the proposal of the Norwegian Government that Rules 4 and 17 of the Assembly's Rules of Procedure be amended so as to provide that no proposal for the placing of a new question on the agenda and no resolution, amendment or motion, may be signed by more than ten Members of the League.

The reasons for this proposal were stated as follows by the Norwegian Government:

"It is conceivable that proposals might be submitted by so considerable a number of signatories that the other Members of the League would find themselves exposed to moral pressure and would hesitate to express their misgivings or doubts as regards the expediency of the proposed measure. This would particularly be the case with regard to the placing of new questions on the agenda. A proposal signed by more than half the Members of the League present would more or less settle the question in advance and would thus deprive the States Members of the League of the possibility of devoting the necessary time to a careful study of the problem raised."

The First Committee has pronounced in favour of the proposal with an amendment raising to fifteen the number of signatures which is permissible.

Accordingly, the Committee submits to the Assembly for adoption the following draft resolution.

"The Assembly decides to amend its Rules of Procedure by inserting the following provisions:

*"Rule 4, New Paragraph 4 bis.*

"No proposal for the placing of a new question on the agenda of the Assembly may be signed by more than 15 (fifteen) Members of the League.

*"Rule 17, New Paragraph 1 bis.*

"No resolution, amendment or motion may be signed by more than 15 (fifteen) Members of the League."

## 2. *Proposal of the General Committee for the Deletion of Rule 12 of the Rules of Procedure of the Assembly.*

On September 27th, the Assembly referred to the First Committee the suggestion of the General Committee that Rule 12 of the Rules of Procedure of the Assembly, which provides that the Secretariat shall keep lists of the attendance at each meeting of the Assembly, has no practical utility and might with advantage be deleted.

The First Committee approves this suggestion and accordingly proposes that the Assembly should adopt the annexed draft resolution.

The First Committee has not felt it necessary to appoint a rapporteur for this question, but has asked its Chairman to present its report to the Assembly.

### DRAFT RESOLUTION.

"The Assembly decides that Rule 12 of its Rules of Procedure shall be deleted."

## 3. *Situation as regards the entry into force of the protocol of September 14th, 1929, concerning the revision of the statute of the Permanent Court of International Justice.*

In accordance with the Assembly's resolution of September 25th, 1931, the Assembly has received a report from the Secretary-General (document A.27.1932.V) on the situation as regards the ratification of the Protocol of September 14th, 1929, concerning the revision of the Statute of the Permanent Court of International Justice. This report was referred to the First Committee for consideration.

For the reasons which it has asked its Rapporteur to place before the Assembly, the Committee considers it important to make every effort to secure the early entry into force of the Protocol. With this object it submits, for adoption by the Assembly, the following draft resolution:

"The Assembly,

"Having noted the report of the Secretary-General on the situation as regards ratification of the Protocol of September 14th, 1929, concerning the revision of the Statute of the Permanent Court of International Justice:

"Observes with satisfaction that, the Government of Cuba having felt able to withdraw the reservations to which its ratification of the Protocol was subject, the obstacle which last year appeared to lie in the way of the entry into force of the Protocol has been removed;

"Addresses an urgent appeal to the States which, having ratified the Protocol of December 16th, 1920, and signed the Protocol of September 14th, 1929, have not yet ratified the latter, that such ratification be effected as soon as possible; and, if they should consider that peremptory reasons prevent them from ratifying the Protocol, requests them to inform the Secretary-General without delay of the nature of those reasons;

"Instructs the Secretary-General to inform the Members of the League immediately of the deposit of each new ratification and of any communication as to the causes which prevent a State from ratifying the Protocol;

"Instructs the Secretary-General, on the receipt of the last ratification which is necessary for the entry into force of the Protocol, to notify its entry into force to the Governments of the States concerned and to the Registrar of the Permanent Court of International Justice;

"Instructs the Secretary-General to send to the States mentioned in paragraph 3 copies of the present resolution and of the statements made by the Rapporteur, M. Massimo Pilotti, and the former President of the Permanent Court of International Justice, M. Max Huber, of the reasons for desiring an early entry into force of the Protocol of 1929."

#### 4. Nationality of Women.

I. The twelfth Assembly was called upon to consider whether it should recommend the convocation of a conference to revise immediately Articles 8 to 11 of the Hague Convention of April 12th, 1930, which deal with the nationality of women, in the light of the desiderata of the women's organisations, or whether it should find that the results of the Hague Conference represented the maximum that can be secured by general international agreement at the present juncture.

After having examined the Secretary-General's report, the report of the Committee of Representatives of Women's International Organisations, and a number of other documents, the Assembly felt it necessary, having regard to the great importance of the problem, to request the Council to ask the Governments for their observations on the subject, including their views on the Hague Convention.

Twenty-three Governments submitted special observations in response to the Council's request, while 22 Governments replied to the Secretary-General's general request with regard to the ratification of international conventions concluded under the auspices of the League. In all, allowing for duplications, thirty-three Governments formulated in writing their views on the Hague Convention.

Accordingly, the thirteenth Assembly, having before it the results of this enquiry, together with additional observations from the Committee of Representatives of the Women's Organisations, and international petitions and communications is now in a position to arrive at a decision.

II. In the course of the discussions, several draft resolutions were submitted and exhaustively debated.

The first, put forward by the *Chilian and Colombian delegations*, aimed at the complete revision of Articles 8, 9, 10 and 11 of the Hague Convention, which deal with the nationality of women, and the drafting of a new convention based on the principle of equality between the sexes in the matter of nationality, and conceived in the same spirit as the draft resolution submitted to the Hague Conference by the delegation of Chile.

This proposal, which was supported by the delegations of China, Turkey, Cuba and Norway, was explained by its authors, who were not content to repeat the arguments set out in the successive reports of the Committee of Representatives of Women's Organisations. Emphasis was laid on the special significance of the Hague Convention as the first stage in the task of codifying international law undertaken by the League, and consequently on the particular importance of eliminating from that Convention all those articles

that mark the difference between the legal status of men and women and "represent a condensation of the spirit of inequality underlying that Convention".

III. It was plain, however, from the written observations of the Governments that this first proposal had no chance of being accepted. Out of a total of thirty-three replies; three stated that the Hague Convention had already been ratified or acceded to (Norway, Monaco, Brazil); 16 (including the reply of the United States of America, which had refused to sign the Convention for the very reasons put forward in the Chilian proposal) concluded that "it would be inexpedient at present to convene a new conference on nationality"; six other countries announced that they had initiated or intended to initiate the procedure of ratification; and some of the other eight States which replied in writing expressed the desire either to consider ratification or to await the outcome of the League's work before coming to any decision.

IV. The discussions in the First Committee confirmed the fact that, so far as the great majority of delegations were concerned, the withdrawal of the articles which had aroused opposition on the part of the majority of the women's organisations, and *a fortiori* the holding of a conference to redraft them, were unacceptable.

It is true that these delegations did not hold uniform views on the fundamental problems raised by the Chilian and Colombian proposal. Some countries absolutely refused to establish equality between men and women in the matter of nationality, arguing that the *unity of nationality* of husband and wife was one of the best means of securing the *unity of legal status of the family*. An at least equally great number of countries, however, referred to the progress that had already been achieved in their national legislation in the direction of the independence of married women in the matter of nationality, which they did not regard as in any way incompatible with the unity of the legal status of the family. That unity could, they thought, be secured either by applying the national law of that member of the couple in whose country the family lived, or by applying the law of the country of domicile of the family, etc. Several delegates also referred to the resolutions to that effect adopted by the Institute of International Law at Oslo on August 22nd, 1932.

These differences between national legislation on the whole substance of the women's claims accentuated even more strongly the agreement of the great majority of delegations as to the probable inefficacy, *at the present juncture*, of any attempt to revise Articles 8 to 11 of the Hague Convention. The Convention is in the nature of a compromise, and it cannot reasonably be anticipated that all laws on the subject will be made uniform in the near future.

Emphasis was also laid on the difficulties of a general nature that might in future be encountered in codifying international law—a sufficiently difficult task already—if an attempt to rewrite the first Convention of its kind, which had been so laboriously prepared in 1930, were made before it had even come into force.

V. Other considerations of a more positive nature, however, induced the great majority to adopt the draft resolution submitted by the *Canadian delegation*, expressing the hope that the Nationality Convention would shortly be put into force.

In the first place, the Convention does represent a real improvement in the legal status of married women who are the victims of the differences between nationality laws. Convincing examples

were given to show the urgency, in many countries, of putting an end to certain very distressing cases of *statelessness*, some of which arise when the legislation of the husband's country does not confer its nationality on the wife, while at the same time, according to the law of her country of origin, the wife loses her nationality on marriage. Only the entry into force of the Hague Convention can remedy cases of this kind, despite its recognised inadequacy as a remedy for all cases.

The practical advances thus made have not, moreover, been achieved at the expense of the general principles of justice and equality. On this point, the resolution of the thirteenth Assembly should, in conformity with the Belgian, Colombian, Chilian and French proposals, dispel the misunderstandings to which the terms employed in the Convention may have given rise.

The Hague Codification Conference did not, of course, completely attain its object. This is clear from the very title of the Convention of April 12th, 1930, "on certain questions relating to the conflict of nationality laws". At the same time, it was not the Conference's intention in the Convention, and more especially in Articles 8, 9 and 11—and still less was it the result—to establish in the international field a principle contrary to the independence of married women in the matter of nationality. The aim was to put an end to certain difficulties arising out of the existing differences between the laws of different countries on that subject—to lay down a uniform rule for the solution of conflicts of law injurious to the position of women.

The only case in which the Conference was able to arrive at a real and substantial agreement was that of the husband's naturalisation during marriage. The Conference decided that such naturalisation could not involve a change in the wife's nationality without her consent (Article 10).

Furthermore, the real intentions of the Conference are confirmed by Recommendation No. VI, which gives evidence of the very great importance attached by the Conference to the problem of equality of the sexes in the matter of nationality, and to methods of reconciling its solution with the interests of the children.

Such are the main reasons that have led the Committee to express the hope that the States which have signed the Nationality Convention will enact the legislation necessary to give effect to that Convention and will deposit their ratifications at an early date.

The Chilian, Chinese, Colombian, Polish and Turkish delegations asked that it should be expressly mentioned in the report that they could not approve such a decision. The essential reason given by them is that it seems inadmissible that, while the sovereignty of States is put forward as a reason for rejecting any pressure by the League of Nations in favour of a general reform in conformity with the desires of the women's organisations, the Assembly should exercise a moral pressure upon States to induce them to ratify the Hague Convention.

The delegations of Chile, Colombia, Panama and Turkey further presented a proposal asking the Assembly to adjourn the question of the nationality of women and place it on the agenda of next Assembly and to invite the Secretary-General to secure further observations from the Governments and the women's consultative committee in the light of the discussion at the Assembly of 1932.

This proposal, however, received in the Committee only five votes as against eighteen votes to the contrary and two abstentions. It could not, therefore, be adopted.

VI. It would have been in accordance with the ideas of a large number of delegations to dispel even more completely all the misunderstandings that have arisen in regard to discrimination between the sexes in the Nationality Convention, not by calling for a conference requiring the preparatory procedure contemplated by the Assembly resolution of October 3rd, 1930, but by an abridged procedure which would enable slight changes of form to be made in the text of Articles 8 to 11 on the lines desired by the women's organisations.

It was with this end in view that the Belgian delegation proposed a draft resolution substituting in the articles criticised the word "person" for the word "wife", and the words "wife or husband" for the word "husband", with the consequent changes of pronouns.

According to that resolution, the Assembly would request the Council to ask the States which took part in the Hague Conference whether they would oppose the opening for signature at Geneva of a Protocol substituting for Articles 8 to 11 of the said Convention a new text which would no longer be open to the suspicion of "discriminating" between the sexes.

This ingenious draft resolution, which was supplemented by a draft letter from the President of the Council to the signatory States and an annexed draft Protocol, received particular support from the Irish and Swedish delegations. It was defended by its author, M. Rolin, with a great display of legal knowledge and with great enthusiasm.

It was discussed both by the Committee and by the Sub-Committee, every effort being made to secure unanimity, which is indispensable to the success of a procedure as yet unfamiliar—the revision of a few words in an International Convention.

Unfortunately, it appeared in the course of the debates that the amendment to the Convention suggested by M. Rolin for the purpose of completely dispelling any misunderstanding as to the effect of certain of its provisions would give rise to other misunderstandings as to the effect of the amendment itself.

Furthermore, it would not be easy for a preliminary consultation of all the States which took part in the Conference to lead to the explicit, formal and *unanimous* agreement of the signatory or acceding States, which was considered necessary before a Protocol of Amendment could be drawn up in the present circumstances. Under Article 27 of the Convention in question, however, a request from one State party to the Convention, supported within one year by nine other States parties thereto, will suffice, as from January 1st, 1936, to set in motion a procedure of collective consultation as to whether a conference shall be convened for the purpose of revision.

Thirdly, any attempt of this kind would seriously complicate the legislative work of certain States in which new national legislation, based on the original text of the Convention, is in process of enactment.

That would mean, for the sake of a highly problematical result with a very small legal effect, delaying, and perhaps even absolutely jeopardising, the benefits to be derived from the entry into force of the rules adopted in 1930, the importance of which was demonstrated by various speakers.

The practically insurmountable obstacles to the effective success of his proposal convinced M. Rolin that it was better to withdraw it.

None the less, the draft resolution submitted to the Assembly retains something of his original idea. It calls the attention of Governments to the possibility of drafting laws which would bring their municipal law into harmony with the Hague Convention, if they were prepared to accede thereto, in a form which would avoid discrimination between the sexes wherever it was possible to do so. That form might be either the one contemplated during the debates on the Belgian proposal already mentioned, or any other that seemed appropriate.

VII. While recognising the practical impossibility of making any amendment at present to Articles 8 to 11 of the Convention, and the desirability of their being put into force, the Assembly of the League must emphasise its conviction that their entry into force would in no way hinder any concerted action in the international field, when such action may be rendered possible by the development of national legislations and of public opinion.

It is, moreover, beyond doubt that this circumstance can impose no limit on the freedom of any State which may wish, in its nationality laws, to apply the principle of the equality of the sexes on more extensive lines.

But, even if the League cannot take any *direct* action in such matters except by arranging for international codification conferences when the moment seems opportune, the fact obviously remains that the problem of the legal status of women and its evolution in connection with social, economic and political life is so important that the League itself cannot regard it with indifference.

VIII. The proposals of the *Austrian and French delegations*, which were welcomed unanimously as supplementary to the Canadian proposal, were designed to indicate in what direction the League might usefully apply its activities in regard to the special question of the nationality of women.

It is a matter primarily for the Secretary-General to obtain and collect official information from the Governments themselves relating to all the aspects of the question. The Assembly will instruct the Secretary-General to request the Governments from time to time to give him information on a particularly important point—the action that each of them may have taken on Recommendation No. VI of the Codification Conference.

It is also proper for the League to take account of the opinions and claims of great organisations which embrace millions of human beings. Even where it is not in a position to give complete satisfaction to their demands, it must endeavour to earn their confidence by demonstrating the importance it attaches to the problems in which they are interested. All the delegations acknowledged the value of the discussions that have taken place at the sessions of 1931 and 1932, when, even though differences of opinion arose, certain aspects of the problem of the nationality of women as yet unfamiliar to the public at large were brought into prominence and emphasis was laid on the common interest of the aim in view—namely, that of removing causes of insecurity and irregular positions which unfairly aggravate the other troubles of individuals. Accordingly, the Assembly thanks the Committee of Representatives of the *Womens' Organisations* for its co-operation, which it hopes will be continued. It is, moreover, highly proper that, in the final section of the resolution, the Council is requested to keep itself constantly acquainted with the information received by the Secretariat and



with the evolution of public opinion, so that it may be in a position to decide at what juncture new concerted international measures might be contemplated.

IX. Moreover, in such matters, the women's organisations have other means of action besides direct appeal to the community of nations. Even in the very large measure in which international law allows each State exclusive competence to determine which shall be its nationals, the national reform of legislation concerning nationality is directly dependent upon the broad currents of ideas circulating throughout the world.

The rule whereby a woman takes the nationality of her husband on marriage was accepted between 1844 and 1918 practically all over the world. Since 1918, legislation concerning the nationality of women has evolved with great rapidity in relation with other aspects of their social, economic, political or legal status.

It would appear, therefore, that the women's organisations might direct a large part of their efforts towards the reform of the municipal legislation of the various countries in which, hitherto, the rights of women do not appear to them to have been sufficiently recognised. If these efforts are crowned with success, a revision of the Hague Convention, which was considered inexpedient immediately after its signature and even after its entry into force, may, at the time and in accordance with the procedure provided for by the Convention itself (Article 27), appear more opportune and likely to give better results.

#### RESOLUTION.

"The Assembly,

"Having considered with the greatest interest the report of the Secretary-General containing the observations submitted by Governments on the subject of the nationality of women in accordance with the resolution of the twelfth Assembly, together with the observations of the Committee of Representatives of Women's International Organisations and the petitions of the 'Catholic Women and Catholic Men';

"Considering that the Codification Conference did not intend to embody in the provisions of the 'Convention on certain questions relating to the conflict of nationality laws' any principle in contradiction with the independence of the nationality of married women, but rather to put an end to certain difficulties which arise from existing divergencies between the law governing the matter in different countries (Articles 8, 9 and 11), and that Article 10 even contains a formal application of the principle of independence; and that the Hague Codification Conference, by its recommendation No. VI, requested States 'to examine whether it would not be possible:

"(1) To introduce into their law the principle of the equality of the sexes in matters of nationality, taking particularly into consideration the interests of the children,

“(2) And especially to decide that, in principle, the nationality of the wife shall henceforth not be affected without her consent either by the mere fact of marriage or by any change in the nationality of her husband’;

“Noting that, in their observations, a large number of Governments express the opinion that Articles 8 to 11 of the Hague Convention represent the degree of progress which can at present be obtained by way of general international agreement in regard to the question of the nationality of women;

“Considering that any amendment outside the normal procedure for revision would prove impracticable and, therefore, that it is not possible even to eliminate from the text the words that seem to have created a misconception as to a discrimination of sexes in regard to nationality;

“Being satisfied, therefore, that the coming into force of Articles 8 to 11 would in no way prejudice further concerted international action, when such action becomes practicable;

“Recognising that their coming into force would not, in the meantime, place any restriction upon the freedom of action of any State that may desire to give further effect in its nationality laws to the principle of the equality of the sexes;

“Considering, finally, the question of the nationality of women to be in process of evolution and connected with the change of women’s position in social, economic and political life:

“Expresses the hope that the States which have already signed the Hague Nationality Convention will introduce such legislation as may be necessary to give effect thereto, and will deposit their ratifications at an early date;

“Draws the attention of the States that have not yet passed the necessary legislative measures to give effect to the Convention to the possibility of enacting their internal legislative measures in a form more appropriate to meet the wishes of the women’s organisations;

“Instructs the Secretary-General from time to time to ask the Governments to give him information as to the effect which they have found it possible to give to the Recommendation No. VI of the Codification Conference;

“Requests the Council, on the basis of the information so obtained, to follow the development of public opinion on this important question, in order to determine when such development has reached a point at which further concerted international action would be justified.”

## II.—Second Committee.

### 1. *Work of the Health Organisation.*

In opening the thirteenth session of the Assembly, Mr. de Valera thought it necessary to protest vigorously against the pessimism that has been spreading of late among the public with regard to the work and the future of the League. This pessimism is due to the fact that

the League encounters grave difficulties in solving the political problems on which public attention is focused. There might be less pessimism and more faith in the mission of the League, despite the difficulties of the hour, if the public would give some attention to other fields in which the League is successfully working towards a better understanding between the peoples and the formation of a spirit of international co-operation and mutual aid. It is in this sphere that we must place the work of the Health Organisation, on which I have the honour to report to you to-day.

The Health Organisation has been in existence for over ten years. It is no longer in its first youth, but in its adolescence. In the development of that organisation, one of my predecessors as Rapporteur, Miss Susan Lawrence, delegate of the United Kingdom, very judiciously distinguished three stages. In the first stage, among the problems with which health departments were faced, those that could be solved on international lines were selected; it was, in short, a pioneering period, which now belongs to the past, and I will not dwell upon it. The second is, properly speaking, a stage of technical studies intended to lead to general conclusions based on the experience of the various countries. In illustration of her thesis, Miss Susan Lawrence instanced the Malaria Commission, which in 1928 set out the general principles of anti-malaria work; to-day we could also place in this stage the work that has been done in connection with leprosy, immunisation against diphtheria, and the protection of mothers and children of pre-school age. On these various subjects guiding principles have been formulated, which, though conceived in general terms so as to apply in the most diverse conditions, none the less represent a body of doctrine validated by the authority of those who have established it.

This second stage also includes the enquiries carried out at the express request of certain Governments. I may mention the enquiry regarding the general principles of prophylaxis against tuberculosis, which was undertaken at the request of the Japanese and Yugoslav Governments and was completed during the present year. The object of this enquiry, which is essentially a practical one, is to utilise the knowledge and experience already acquired to determine the direction to be given to the campaign against tuberculosis; it is based upon an investigation conducted in a number of countries—Austria, the United Kingdom, Denmark, France, Germany, Italy, the Netherlands, and Yugoslavia. The report on these enquiries contains the conclusions that will be laid before the Health Committee at its next session.

The study of nutrition was undertaken at the request of the French Government. It concerned suitable methods of securing comparability in the results obtained by workers in various countries from their researches into problems of nutrition.

The study of physical education was undertaken at the request of the Government of my country. For the time being, it is limited to an attempt to ascertain the influence of intensive muscular work on a healthy organism. The study will continue for two years at Copenhagen on athletes in perfect training.

The third stage is that of action. This has found striking justification in the request of the National Government of the Chinese Republic that the Health Organisation should co-ordinate the campaign against the epidemics which were likely to develop in consequence of the over-crowding in defective sanitary conditions of refugees from floods. The Health Organisation has given the closest

attention to this task, in close co-operation with the National Health Department, which has made a splendid effort, in these tragic circumstances, by setting up refugee camps at short notice, placing sanitary units in the camps, and setting on foot a campaign against malaria and cholera. The Director of the Health Section was the technical adviser to the National Flood Relief Commission on all medical and sanitary questions; and a few members of the Health Section were incorporated for short periods in the medical and sanitary units established by that Commission.

In consequence of the appeal launched by the Assembly in September 1931, urging the public in all countries to give tangible proof of its sympathy with the victims of the flood (numbering some 23,000,000), the Health Organisation was instructed by the Council to co-ordinate the international anti-epidemic campaign and to transmit to the States Members a request from the Chinese Government for medical staff and sanitary material. In my opinion, the results of this initiative prove that the feeling of international unity is not dormant. The Governments of Belgium, Denmark, the Netherlands East Indies, Egypt, Indo-China, the Netherlands, Poland, Siam, Spain and Switzerland generously responded to this appeal and sent to China sera, pharmaceutical products, field laboratories, medical staff and food. The Japanese Government and Japanese institutions gave generous help in the form both of staff and of transport facilities until September 1931. Other Governments also offered to supply vaccines, but the representatives of the Health Organisation in China intimated that the Chinese laboratories were in a position to prepare this material.

Last April, the National Flood Relief Commission, being still short of sanitary material, made a fresh appeal to the Health Organisation for sera, pharmaceutical products and a few mobile bacteriological laboratories. In response to this appeal and as a result of the steps taken in their respective countries by the members of the Health Committee, gifts were received from Czechoslovakia, Germany, Norway, Poland and Roumania.

It will be seen that the Health Organisation has not failed in its task. That it has been able to contribute to the relief of the flood victims and to prevent the spread of epidemics both in China and beyond its frontiers is due to the close collaboration established between the Organisation and the National Health Administration of the Chinese Government. Circumstances have subjected the latter to a severe trial, from which it has emerged successfully, and the Health Organisation, which has assisted in its reorganisation, has every reason for gratification.

In the stage of action we have also the scheme of sanitary reorganisation prepared by the Greek Government in co-operation with the Health Organisation, which led to the creation of the Athens Health Centre. The School of Hygiene, which forms one of the divisions of this centre, has been in operation since March 1931, and is developing rapidly. Its Division of Malariology has conducted field demonstrations in urban, rural and coastal districts; these have afforded excellent opportunities for the students of the School of Hygiene to gain practical experience. Under the auspices of the Health Organisation, foreign experts have given at the school a series of lectures, which have been most successful and have helped to strengthen the ties between the medical profession and the Athens Centre.

In 1929, the Government of Bolivia asked the Health Organisation to make a study of the health conditions in that country, with a view to having a technical adviser attached later to the Health Administration. Owing to the economic crisis, which has not spared Bolivia, so far only the first stage of this co-operation has been carried out.

The establishment, by the Permanent Commission on Biological Standardisation, of international standards for the titration of anti-gas-gangrene serum, tuberculin, and the various vitamins, also belongs to the stage of action, as well as the work carried on in co-operation with the Budapest, Copenhagen, Madrid, Prague and Warsaw Schools of Hygiene for the solution of problems which the European Conference on Rural Hygiene recommended for study. These problems are described on pages 44 *et seq.* of the Health Organisation's report (document A 28. 1932).

Other tasks of a similar character will claim the Health Organisation's attention during the coming year. In February 1932, the Government of the Union of South Africa, anxious to find a solution for the health problems of concern to Central and South Africa, invited the Health Organisation to convene a conference of Directors of Health Services of certain African territories to study the practical application of the new International Sanitary Convention for Aerial Navigation, with particular reference to yellow fever as well as other questions of common interest. A conference will meet at Cape Town on November 15th next, under the Health Organisation's auspices, to examine these problems and to bring about effective co-operation between the Governments concerned, with a view to their solution. In his capacity of delegate of the Union of South Africa, the Chairman of the Second Committee assured the Committee that his Government would be pleased to welcome the delegates to the Conference, being convinced that its results would be of inestimable value to all the countries concerned.

The Government of the Union of South Africa has also asked that an international enquiry into deafness be undertaken, on the lines of the enquiry into the welfare of the blind already carried out by the Health Organisation.

The Government of Chile, which has long been interested in the problems affecting the nutrition of the people, applied in March 1932 for the assistance of the technical organisations of the League, in particular the Health Organisation, in studying these problems.

My own Government has had for some years the assistance of the Health Organisation in a study of the health conditions obtaining in Slovakia and Sub-Carpathian Russia. The Ministry of Health and Physical Education, on the basis of this study, has drawn up a programme of reforms in the application of which we hope to have further and closer collaboration. I should like to observe that this programme is based on the recommendations of the European Conference on Rural Hygiene.

Lastly, the French Government has offered to create in Paris an International School of Advanced Health Studies under the auspices of the Health Organisation. The Chamber of Deputies has already ratified this proposal, and the Committee noted with special appreciation the statement of the French delegation that the Senate would adopt the Bill not later than the beginning of November; thus the opening of the school might take place in the near future. It will constitute for the Health Organisation a particularly valuable means of carrying out certain of its aims. When the latter was asked to

give its technical help to various Governments, one of the most important problems with which it was faced was that of training medical officers of health. Through its system of liaison with the Health Administrations, it sought to give health experts in the various countries an opportunity of keeping in touch with progress made abroad. It endeavoured to organise actual international training by means of collective study tours, individual missions and exchanges of staff between the Health Administrations. The contact thus established between the health officers of various countries has brought about a valuable interchange of ideas and made possible the comparison of divergent conceptions. The International School of Advanced Health Studies, as planned, will give a permanent character to this system. This is a particularly valuable application of the general idea of international co-operation which is the real object of the League of Nations.

The Health Organisation could not remain indifferent to the economic depression which has affected the whole world. It took up the question of the effect which privations of all kinds due to unemployment might have upon the health of the masses and endeavoured in a preliminary report to outline the general nature of the problem, to point out where the work of health agencies might fall short of measuring up to the need as well as the danger of certain economies at the expense of the health services. This report was communicated to the Second Committee and to the members of the Health Committee, who will be called upon to consider how far useful public-health study of this subject can be undertaken internationally.

The Health Organisation has also endeavoured to make accessible to doctors, health officers and health administrations the results of the technical work done under its auspices. Hitherto, in order to follow the progress of its work, it was necessary to consult various documents, such as the proceedings of international conferences, Minutes of committees, the reports of experts and annual reports, etc. To make such material more accessible, and consequently to give it a wider circulation, it seemed desirable to publish it in a periodical appearing simultaneously in French and English, the *Quarterly Bulletin of the Health Organisation*, the first number of which appeared in March of this year.

Further, I should mention here the Service of Epidemiological Intelligence, which functions with remarkable regularity both at Geneva and at Singapore. The Geneva office receives data on vital statistics and notifications of infectious diseases from most countries in the world, representing a population of 1,435 millions—that is, 72 per cent. of the world population.

The Eastern Bureau, that outpost created by the Health Organisation at Singapore, carries on its work in the two fields assigned to it: on the one hand, the collection and distribution of epidemiological intelligence, and, on the other, the co-ordination of research on colonial pathology and hygiene. As regards epidemiological intelligence, it has been possible to fill in the gaps in the returns from China, as the National Quarantine Service of the Chinese Government now keeps the Eastern Bureau informed regarding the sanitary conditions of a number of ports on the Yellow Sea and the Yangtse River. Thanks to this service, the reorganisation of which was carried out in collaboration with the Health Organisation, it has been possible to follow the movement of cholera, which prevailed this year with unusual intensity at Shanghai and in a whole series of other ports,

The number of Chinese ports for the sanitary supervision of which the National Quarantine Service is responsible has considerably increased in the last year, and the day is not far off when all Chinese ports open to international traffic will possess a quarantine service fulfilling the requirements of the International Sanitary Convention of 1926. The most fruitful collaboration exists between this service and the Eastern Bureau.

The anti-epidemic campaign undertaken by the League through its Health Organisation not only benefits areas directly involved, but is also in the interest of the whole world. Here it might be fitting to quote the line from an ancient poem: "*I am proximus ardet Ucalegon*". If, in many instances, exchanges between countries are to-day restricted, with the result that the benefits of experience do not spread, there is still enough contact for evil influences to find their way—for example, contagious disease, which penetrates into the most remote regions. The results obtained by the Health Organisation in its campaign against epidemic diseases are described in detail in the Eastern Bureau's report.

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The Hungarian Government proposed to the 1930 Assembly that the study of international reciprocity in the care of the sick should be included in its programme of work. It considered that a multilateral convention should be drawn up in virtue of which the sick of foreign nationality would be treated by the contracting States on an equal footing with their own nationals. Should a multilateral convention not be possible, recourse might be had to bilateral arrangements.

The Assembly decided to refer this matter to the Health Committee, and the latter now submits its report on the subject (document A. 32, 1932, III).

This Committee found that it would be inadvisable for the moment to contemplate a multilateral convention. It pointed out, however, the possibility of other solutions, and drew attention to the existence of the Committee set up by the Council on May 20th, 1931, to study in all its aspects the question of assistance to indigent foreigners. It suggested that this Committee might be asked to consider possible solutions of the problem raised by the Hungarian Government.

The Second Committee proposes that the Assembly should accept these recommendations and should ask the Council to refer the further study of the question to the Committee set up in 1931. Assistance to indigent foreigners necessarily entails, if it is to be comprehensive, medical assistance in case of sickness, and hence the question comes within the purview of that Committee.

In my capacity of Vice-President of the International Conference of unions of mutual benefit and sickness insurance funds, I may say that the affiliated unions provide for reciprocity in the care of the insured by means of bilateral contracts.

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The Second Committee has studied carefully the report on the work of the Health Organisation. All delegates who took part in the discussion were unanimous in praising the work of that Organisation and of its Director. Delegates of countries with which the Health Organisation has attempted to collaborate unanimously expressed their appreciation.

As delegate of Czechoslovakia, I should like to refer to the part played by the Health Organisation in the study of cancer of the lungs among miners at the Jáchymov radium mines. As a result of this study cancer of the lungs among these miners is now classed as an occupational disease, and, in virtue of a law which has recently come into force, these cases are assimilated to industrial accidents and compensated as such.

Delegates of Eastern countries paid special tribute to the effective work accomplished by the Eastern Bureau in the campaign against epidemic diseases. The delegate of India, supported by the delegate of China, expressed the hope that, as soon as financial possibilities permitted, the Health Organisation would convene in the East a conference on rural hygiene similar to the European Conference which was held in 1931. He emphasised the fact that such a conference would be an excellent means of making known in the East the beneficent influence of the League of Nations. The Second Committee therefore proposes that the Assembly should invite the Health Committee to consider the feasibility of convening such a conference and to present a report on the subject at the next Assembly.

As for the report of the Reporting Committee on Maternal Welfare and the Hygiene of Infants and Children of Pre-school Age, observations have been made by several delegations on certain points susceptible of interpretations which are contrary to the legislation of several countries as well as to the religious beliefs and moral principles of a large part of their population. In the circumstances, the Committee considers that the best procedure would be for the Assembly to invite the Health Committee to consider afresh the report, above mentioned, in the light of the observations made, and to request that Committee to present a report to the Council at its next session, the distribution of document C. H. 1060 being naturally suspended until that report is presented.

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The Organisations of the League will to an ever-increasing degree be in a position to offer their experience to all who may wish to benefit from it, and in future this experience will prompt the action which the various nations assembled at Geneva may decide to carry out. I hope you will agree with me that the Health Organisation carries out admirably the work which is described in detail on page 72 of the Secretary-General's report and on page 44 of the supplementary report.

In estimating the progress achieved, one must bear in mind that the Health Organisation's methods of work had to be worked out patiently and progressively; it is clear that the paths trodden in the beginning could not have been the most simple and direct.

We have always the tendency to look upward, and we would like to see the Health Organisation exercise an increasingly wide influence; but we appreciate that the present economic depression, which also affects the League of Nations, prevents further immediate growth. That being the case, we must recognise that the Health Organisation has been able to achieve results of which the League must be proud. The Second Committee proposes the following resolution to the Assembly:

"The Assembly,

"Notes with pleasure that a number of Governments have responded to the appeal made last year on behalf of the flood victims in China, and



"Thanks these Governments for their generous action, which constitutes a tangible proof of their spirit of international solidarity;

"Is gratified that Governments and their health administrations are increasingly contributing to, and having recourse to, the experience of the Health Organisation in relation to those questions of hygiene on which the international co-operation provided by that Organisation is essential to progress, and values particularly the machinery which permits such Governments to obtain consultative opinions and the technical collaboration of that Organisation;

"Considers that the Health Organisation, by means of its expert enquiries, its service of epidemiological intelligence, including that of the Eastern Bureau, and by the missions undertaken under its authority, fulfils the requirements of Article 23 of the Covenant, by virtue of which the League of Nations will endeavour to take international measures to prevent and combat disease;

"Takes note of the report which has been submitted to it on the work of the Health Organisation, and approves the work carried out by that Organisation since the last session of the Assembly."

## *2. Work of the Communications and Transit Organisation.*

The report on the work done by the Communications and Transit Organisation of the League between the twelfth and thirteenth ordinary sessions of the Assembly shows that, during the past year, the Organisation has effectively pursued its task, and has made considerable progress. I need hardly go into every detail of the report, which demonstrates that the Organisation has remained faithful to its methods of work, which have already been approved on many occasions by the Assembly; but I should like to draw the Assembly's attention to certain questions that appear to be of special interest.

First, in accordance with the Statute of the Organisation, the Fourth General Conference on Communications and Transit took place in 1931. Held at Geneva from October 12th to 24th, it was attended by the representatives of forty-three States (including the United States of America and Egypt as non-Members of the League, and also Turkey, who, in 1931, had not yet joined the League) and thirty international organisations. The names of those States and organisations are enumerated in the report; they show the great interest taken by Governments and the competent organisations in the expansion of the work of the Communications and Transit organisation of the League of Nations.

Among the questions on the agenda of the Fourth General Conference, several were of a statutory nature; the report on the work done by the Advisory and Technical Committee for Communications and Transit since the last General Conference, the report of the Secretary-General of the League on the measures taken in execution of the decisions of previous Conferences, and, lastly, the renewal of the membership of the Advisory and Technical Committee, whose present composition is mentioned in the report.

The Conference also had on its agenda the following points: (a) negotiable documents for the international transport of goods by rail; (b) barriers to maritime navigation, on which questions, after lengthy discussion, two resolutions were adopted; and (c) measures to be taken in cases of serious interruption of international transit routes, on which question a recommendation was voted by the Conference.

The only other item on the agenda which I need mention is that which gave the Fourth General Conference a somewhat special character—namely, calendar reform.

You will remember that the tenth Assembly noted the great interest taken by the economic circles of various countries in the enquiries undertaken regarding the simplification of the calendar, and requested the Fourth General Conference on Communications and Transit to consider any recommendations that might be made as a result of those enquiries. The examination made by the Fourth General Conference shows that the vast majority of the Governments represented considered that, from the economic and social standpoint, the common good demanded the stabilisation of movable feasts. The Council decided to bring the Act containing this declaration to the notice of the religious authorities. The Conference also requested the Council to notify the Governments invited to the Conference, before the end of April 1933, of any views expressed by the religious authorities on this Act and on the action they might propose to take upon it. The general problem of simplifying the calendar met with a less favourable reception on the part of the Conference than the question of the stabilisation of movable feasts. Nearly all the delegations were of opinion that "the present was not a favourable time for making any change in the Gregorian calendar". However, as stated by the General Conference itself, the examination of the principle of the reform and the efforts made up to the present had not been in vain. The Advisory and Technical Committee for Communications and Transit will certainly not fail, in accordance with the wish expressed by the General Conference, to follow the efforts which will no doubt continue to be made to enlighten the public upon the advantages and drawbacks of a reform, and to keep the Governments regularly informed on the subject.

The Assembly is aware that, for some years past, questions relating to road traffic have been on the agenda of the Communications and Transit Organisation. The European Conference on Road Traffic held in 1931 marks an important stage on the way to the codification of road questions. It will be recollected that, as the outcome of the Conference, two international conventions and an agreement were signed.

The Advisory and Technical Committee for Communications and Transit subsequently requested its Permanent Committee on Road Traffic to study various problems, such as the international regime of commercial motor transport, which were referred to it by the European Conference held in 1931, and which, in view of the continual increase in motor traffic, an economic factor of such great importance, call for very careful consideration. For this purpose, the Secretariat will furnish the Permanent Committee with documentary material dealing with the various aspects of the problem.

By 1930, the work of the Communications and Transit Organisation in regard to the unification of river law had advanced sufficiently for a special Conference to be summoned. Although this Conference was wholly successful, certain important parts of river law having been regulated by means of international conventions, the problem of the unification of river law as a whole is still far from being solved. It is of the utmost importance that a draft convention dealing with certain measures of procedure should be drawn up in the near future; for, otherwise, it will not be possible to apply in international relations certain rules adopted at the 1930 Conference. The Advisory and Technical Committee for Communications and Transit accordingly asked its Committee on River Law to study the questions of attachment (*saisie*

*conservatoire*) and of assistance and salvage, and, in agreement with the International Labour Organisation, entrusted to a joint committee the examination of the conditions of engagement and labour of inland navigation personnel in Europe.

The Advisory and Technical Committee for Communications and Transit, renewed as stated above by decision of the Fourth General Conference, held its seventeenth ordinary session from June 1st to 4th, 1932. At that session it proceeded to reorganise its various permanent committees, and, by a general reduction in the number of members of those committees, a considerable saving has been effected without in any way affecting the remarkably high level of competence and initiative of those committees. This result is the more gratifying in that its very satisfactory financial consequences will apply, not only to 1933, but also to the three years following, the statutory term of office of those committees being four years.

It is hardly necessary to enumerate in detail the various questions on the agenda of the seventeenth session of the Advisory and Technical Committee, or to examine all the work done by the Committee or its organs during the past year. Certain matters, however, call for fuller attention.

At the request of the Air Commission of the Conference for the Reduction and Limitation of Armaments, the Air Transport Co-operation Committee set up by the Transit Organisation met in May 1932 to engage in studies concerning the internationalisation of civil aviation and any other measure calculated to prevent the signatory States from utilising civil aviation for military purposes, with a view to informing the Conference of the results.

Among the questions examined by the Committee, mention should be made of the study of an international air net work of essential connections, ground organisation, the operation of the principal international services, conditions for the admission of foreign undertakings engaged in regular international transport, the progress of international co-operation in the operation of air lines, and certain legal and administrative questions affecting the development of international Co-operation in air navigation.

The various views expressed in the Committee, and the conclusions arrived at after very close discussion, are mentioned in the Committee's report on this session, which has been submitted, through the Secretary-General of the League, to the Conference for the Reduction and Limitation of Armaments.

In pursuance of the resolution adopted by the Fourth General Conference concerning the negotiability of railway transport documents, the Special Committee for the study of this question drew up, at its session in November 1931, a general report in which it expressed the opinion that it was possible to consider a solution that would give trade and production the transport document they desired for the purpose of facilitating the exchange of goods in international relations and carrying out certain financial operations or measures to be taken in the course of the transport of goods, without imposing on the railways burdens materially greater than those which they are themselves willing to assume. The Special Committee's report was brought to the notice of Governments and of the Council, which drew the Governments' attention to the importance of the problem, requesting them to examine it in the most favourable spirit, and to take the necessary steps to enable the next conference for the revision of the Berne Convention (C.I.M.) to find an adequate solution. The Assembly will no

doubt be prepared to endorse the Council's recommendation in this matter. Moreover, it should be noted that certain Governments were of opinion that, while awaiting the above-mentioned revision of the Berne Convention (C.I.M.), the Governments might, by means of direct agreements, adopt the recommendations of the Special Committee of Enquiry concerning the introduction of an endorsable transport document.

Considerable progress has been made by the Communications and Transit Organisation as regards the unification of statistics. The Committee for the Unification of Transport Statistics has completed a general report, including a draft International Convention relating to transport statistics for goods despatched by sea, rail, and inland waterways. The Advisory and Technical Committee for Communications and Transit decided to ask the Secretary-General of the League to transmit this report to the Governments concerned. The latter were requested to submit to the Committee any proposals they might think fit to make with regard to the method of applying the principles contained in that report. The Advisory and Technical Committee is certainly better qualified than any other body to appreciate the capital importance, from the economic standpoint, of the unification of statistics covering the three chief means of transport, and the difficulties and the considerable amount of work involved in preparing the general report on the question which was drawn up by the Committee. I do not think there can be any doubt but that, should the examination of the replies received from Governments appear to justify the hope that an international Conference on transport statistics would prove successful, the Advisory and Technical Committee will take the necessary steps with a view to the convening of such a Conference by the Council.

Since the Assembly has decided not to set up the Third Committee this year, I should like very briefly to inform the Assembly of two questions connected with the problem of communications affecting the working of the League at times of emergency.

At its twelfth session, the Assembly had before it the question of an aerodrome to be situated near the seat of the League and available for use by the latter at times of emergency. Proposals dealing with the technical aspect of the matter which were made by a committee of experts were then submitted to the Assembly. The latter, however, decided that the discussion must be postponed, as the examination of the non-technical problems at issue between the Swiss Federal Government and the League Secretariat had not yet been begun.

In the meantime, negotiations relating to these non-technical questions have been initiated between the Federal Government and the Secretariat, and are still in progress. The Assembly will doubtless take note of this position, and it seems to me that, in the circumstances, it would be best to postpone the examination of the question until the next session of the Assembly, so that the latter, having by that time complete data at its disposal, may be in a position to take a decision with a full knowledge of the facts.

As regards the wireless station, it should be noted that the work of installation and equipment was completed last spring. The results of the tests carried out by the Advisory Committee on Wireless Technical Questions of the Communications and Transit Organisation were entirely satisfactory as regards the construction material and the technical operation of the station, and the installations were accepted by the competent organs of the League. Since then, as stated in the report, the station has been providing direct communication with North and South America, China and Japan.

As regards collaboration between the Chinese National Government and the Communications and Transit Organisation, this has continued to progress satisfactorily. Experts have proceeded to China to advise the Government on various important technical problems. Engineers have also been sent to China, as representatives of the Communications and Transit Organisation accredited to the Chinese Government, for the purpose of co-operating with the latter in preparing and directing public works, chiefly road construction and hydraulic works. Appreciable results have already been obtained, and good progress continues to be made.

I must now turn to the question of large-scale public works, which was submitted to the Assembly at its last session by the Commission of Enquiry for European Union. In the resolution adopted on this matter on September 24th, 1931, the Assembly requested the Council to ask the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment set up by the Communications and Transit Organisation—which was to be supplemented for this purpose by representatives of the International Labour Organisation—to deal with this question.

In order to carry out these instructions, the Committee of Enquiry has held three sessions. During the first session, which took place on October 14th and 15th, 1931, it drew up the text of a circular inviting Governments to submit the schemes for public works contemplated by them to the Committee for its examination.

At its second session, held from March 30th to April 2nd, 1932, the Committee of Enquiry examined the schemes submitted up to that date, and selected a number of them, reserving the right to pronounce upon certain others after it had received additional information.

Lastly, at its third session, held from September 7th to 10th, 1932, the Committee examined these latter schemes, together with a certain number of new schemes submitted to it in the meantime by Governments in reply to a further invitation sent to them by the Secretary-General as the outcome of a Council decision of May 1932. Up to the present, the Committee has selected a large number of schemes from among those submitted by the Governments of Austria, Bulgaria, Greece, Hungary, Latvia, Poland and Yugoslavia. Moreover, the Committee is still studying schemes submitted by certain of the above-mentioned Governments and by others.

The Council, to which, in accordance with the above-mentioned resolution of the Assembly, the Committee of Enquiry communicated the results of its work, examined them at its meeting on September 24th, 1932, with a view to deciding upon the action to be taken in the matter. Taking into consideration the fact that international action in regard to the problem of public works on a large scale has from the outset been envisaged as part of the general work of bringing about economic recovery, the Council, in the resolution which it adopted on this matter, requested the Secretary-General to transmit to the Commission of Experts set up by the Lausanne Conference and entrusted with the preparation of the Economic and Financial Conference the results so far reached by the Committee of Enquiry and those which may be achieved later, with a view to the possible inclusion of this question on the agenda of the Economic and Financial Conference.

As the question of the Economic and Financial Conference has also been laid before the Second Committee, which has decided to undertake a general discussion on all the questions which will probably come within the sphere of action of this Conference, the report which

will be submitted to the Assembly by the Second Committee as a result of this discussion will also deal with the action which might be taken in regard to this problem.

In these circumstances, there is no more for me to say but to express my gratification—which I am sure that the Assembly will share—at the work done by the Committee of Enquiry.

In conclusion, I think I may say that the Assembly has before it an important series of practical results which demonstrate once again the efficacy of the methods followed by the Communications and Transit Organisation and the thoroughness with which it performs its work. I am sure that the Assembly will wish to offer the Organisation its thanks and I accordingly beg to move the following resolution:

“The Assembly,

“Having considered the work accomplished by the Communications and Transit Organisation between the twelfth and thirteenth ordinary sessions of the Assembly:

“Greatly appreciates the results obtained in the Organisation’s various spheres of activity;

“Expresses, in particular, its satisfaction with the conclusions reached by the Fourth General Conference on Communications and Transit, and trusts, that those conclusions will lead to good results;

“Attaches special importance to the work accomplished by the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment;

“Notes with satisfaction the close collaboration that has been established between the Organisation and the Chinese National Government, and expresses its conviction that this collaboration will be wholly successful.”

### 3. *Economic and Financial Questions.*

#### I. GENERAL OBSERVATIONS.

1. The Second Committee decided this year to consider economic and financial questions together. This decision has been deemed advisable, as these questions are, in this moment of stress, to a peculiar degree interdependent. Moreover, as you are all aware, the Council of the League has acceded to the request of the Powers that met recently at Lausanne that it should convoke a conference to deal with both monetary and economic subjects. Earlier in the year, the Council had decided to lay before the Assembly the question of summoning such a conference, a question which had been referred to it by the International Labour Conference. This decision of the Council has now been overridden by its acceptance of the Lausanne proposal and no resolution on it seems to be required. It is doubtless preferable to give full freedom to those responsible for the preparation of the Conference.

The report submitted by the Second Committee to the last Assembly, in view of the crisis with which the world was faced—“a crisis without precedent in its extent, duration and intensity”, indicated as the sole remedy a return to international economic solidarity.

A long year has elapsed since then: although many things have happened during that time, the evils from which the world is suffering have not disappeared.

2. All of you who were members of the Second Committee of the Assembly last year will recall the dramatic meeting of that Committee when the representative of the United Kingdom announced his Government's decision to abandon the gold standard. Since then, a large number of countries have adopted a similar policy, while others—especially countries in Central and Eastern Europe which some years ago passed through a period of extreme inflation—have attempted by various measures to remain at least nominally on the gold standard. To-day, there are less than ten countries in which this standard may be considered effectively in force.

This widespread abandonment of the gold standard afforded some relief to debtors the service of whose debts had to be met in a currency which became depreciated. But it was followed by a further collapse in gold prices and a corresponding increase in the burden of all gold debts. As prices fell, the volume, and still more the value, of trade and production diminished, and the burden of debts during the course of the twelve months became so heavy that in many cases extraordinary measures had to be taken to relieve the situation of the debtors; in others, total or partial defaults have been declared: both the credit of the debtors and the interests of the creditors have been seriously affected. The growing uncertainty of the financial situation and the difficulties of international transfer led in their turn to a widespread withdrawal of short-term foreign credits. Attempts have been made by *Stillhalte* agreements and exchange controls to strut the financial structure of this country or of that against the effects of such heavy withdrawals and to prevent it from succumbing to the growing strain of debt commitments. But exchange control is trade control, and the restrictions imposed by debtors on their imports acted as an incentive to creditors to impose restrictions on trade. As the Financial Committee has pointed out: "If creditor States resist the efforts of their debtors to secure the required surplus of goods by raising their tariffs, by imposing prohibitions, or by insisting on contingents or clearings, the risk of default must be greatly increased. The creditor States must accept the goods in which the major part of the debts can alone be paid. If they refuse to accept them, the debtors cannot continue to meet their obligations. Faced by these barriers to their markets created by reprisals, the debtor States have applied still more rigorous methods of control and have met with still greater obstructions. The trade of the world to-day is thus being submitted to a progressive strangulation".

3. At a time when the need for mutual understanding was most imperative, countries persisted in acting as if the narrowest form of economic nationalism and the strictest isolation were the only roads to salvation. Impediments to the exchange of goods, capital and labour have been multiplied; Customs duties have been imposed or increased and import prohibitions and quotas and the control of dealings in foreign exchange have been introduced.

As was to be foreseen, these measures produced effects contrary to those expected of them. Defence measures led to reprisals. There has been a veritable race in economic armaments, which unfortunately does not yet appear to be ended. International trade is shrinking, business is falling off, unemployment is increasing. Of these facts, the economic statistics of all countries afford only too eloquent proof. The more and more earnest warnings addressed on three occasions by the Economic Committee to the Council<sup>1</sup> on this matter are as impressive as they are irrefutable. Three months ago the Economic Committee stated that:

<sup>1</sup>See the reports of the Economic Committee for October 1931, January and June 1932.

"The value of international trade to-day is only one-half, or perhaps less than half, what it was in the first quarter of 1929. During the same period, the number of wholly unemployed persons has more than doubled. According to the figures of the International Labour Office, from twenty to twenty-five million persons are now without work. The situation is growing worse from day to day, and the world is awaiting with dread what the morrow will bring forth.

"Yet there is not a single country in the world and certainly not one in Europe which has not applied every means in its power and which experience suggests to prevent its national economy from being affected by the general depression. On the contrary, the force of propagation inherent in the direct and indirect measures of defence and restriction has caused them to multiply *ad infinitum*, and it is no longer possible to keep count of them. New ones are being invented daily in every country, and if their curative value is more than doubtful, their general effect is only too certain. To borrow the vigorous expression used by the Financial Committee, it amounts to 'the strangulation of international trade'.

"Even more definitely than in January, the Economic Committee has the impression that the individual actions of States—necessarily limited to defence and inevitably counteracted by other States—superimposed one on the other only aggravate the situation.

"These measures are comprehensible, perhaps even inevitable from the national point of view, but, taken as a whole, they are disastrous.

"No one is still under the illusion that it is possible for a country to improve its economic situation simply by means of the unilateral measures which it considers indispensable. The figures are there to show that even the defence of the balance of payments, which is the legitimate concern of each country, is only achieved in a small measure and at the cost of economic depression and a lowering of the standard of living.

"Imports can certainly be reduced by means of increased duties, surtaxes, prohibitions, quotas, restrictions on foreign exchange—even so there is a limit which must not be exceeded—but this reduction is inevitably accompanied by a contraction of exports."

The position is perhaps more serious to-day than it was in September 1931, but are there no signs of recovery? Is there no glimmer of hope that this period of excessive economic competition is about to give place to a better comprehension of common interest? A few signs, though they are still vague and sporadic, can be observed of an improvement in international trade, in the prices of raw materials and in the stock exchange. Moreover, certain events which occurred during 1932 justify the hope that the exhortations of the last Assembly that the grave problems of the hour should be examined in a new spirit have not remained unheard. The Lausanne Conference, which marked a decisive advance, the Stresa Conference, which constituted a first attempt towards concerted action between European nations, the forthcoming Economic and Financial Conference are events for which we might not have dared to hope when we met a year ago. Similarly, a change of opinion is beginning to become apparent in certain important countries both among producers and in political circles. The conviction seems to be gaining ground that the improvement of world economy can only be brought about by the abandonment of "closed" economic systems, which make international trade impossible.



4. However, persuasion is not enough. It is necessary to act, and to act in a world where the interests of the different countries, and within each country the interests of the various classes of producers, are opposed and make the indispensable economic *rapprochement* more and more difficult.

But how are we to set about this immense task? Against what sector of this stifling system of defence is the Economic and Financial Conference to launch its first attack?

For more than a year—that is to say, since the collapse of the *Kreditanstalt* heralded the approach of financial troubles, large-scale withdrawals of credits and suspensions of payments—the monetary and financial problem has been paramount.

In our opinion, pending the adoption of more far-reaching measures, the first stage in the work of reconstruction should consist in as rapid as possible a return to the situation that existed before the onset of the financial difficulties mentioned above.

It is true that the Second Committee of the Assembly last year described the situation at that time as extremely grave; nevertheless, if we were capable of rapidly restoring it, we should have made a first step in the direction of recovery. For such restoration, it is essential first to take prompt action with a view to restoring domestic finances, and hence currencies, to a healthy state.

The Second Committee in no way suggests that further and more courageous steps, especially in the domain of commercial policy, should not be taken, but this first step is, it believes, essential for any subsequent progress. In any case, the two kinds of action must go together, the second running the risk of being abortive without the first.

5. In conclusion, it may be observed that, dark as the situation is, there are some grounds for encouragement. Prices in recent months have been relatively steady, some indeed have risen. Two great industrial States have recently carried out debt conversion schemes on an unprecedented scale; money rates to-day are abnormally low.

It may be that the success of the Lausanne Conference will prove the opening of a new era. It is not impossible that the "book-keeping of the great war" may be closed. It is not for us to discuss that question here, nor do we consider that the positive results of the closing of those ledgers should be overestimated. Nevertheless, all will doubtless agree that there is no possibility of a definite rebirth of confidence if the foreign exchanges and the financial and economic mechanism of the world continue to be subject to the danger of being upset at any moment by the size of these political payments.

Another good result from Lausanne was the decision to summon the Stresa Conference and the Economic and Financial Conference.

The report of the Stresa Conference will be dealt with below. It is of interest, in the first place, to European Governments, but all Governments should study it, and more especially the part dealing with the abolition of trade and exchange restrictions. What is very encouraging about the Conference, however—and those of you who were present will probably agree—was its general atmosphere and the common desire of all delegations—forgetting their political differences—to help each other in finding a way out of present difficulties.

But let us make no mistake. If the Economic and Financial Conference is to be crowned with success, a still greater measure of courage and determination is required, a courage, moreover, on the part of each country to make concessions to its neighbours, to make a momentary sacrifice of domestic interest for the ultimate general welfare. We cannot isolate ourselves from the repercussions of the

world crisis. The experience of the past two years should have taught us by now that the general result of individual efforts towards self-protection, comprehensible as such efforts may be, is to threaten the very basis of our economic system.

Experience has taught us that the difficulties which impede international conferences and prevent substantial agreements being reached grow in proportion to the importance of the subjects treated. Nevertheless, the needs of all countries are so urgent and the responsibilities of this Conference are so great that all Governments will certainly do everything in their power to assure its success and to find a remedy for our present ills.

The past years have made plain to everybody the close connection which exists between financial and economic factors. It is not possible to find a way out by financial or by economic measures alone. If the normal channels of trade are not re-opened, all efforts tending to restore the financial machinery can have no permanent and substantial results.

On the other hand, commercial transactions cannot resume their old importance if the financial machinery is not repaired.

Finally, let us not forget what a French Minister of Finance said to his Sovereign: "*Faites-nous de bonne politique et je vous ferai de bonnes finances.*"

This truth applies no less in international than in national affairs.

## II. FINANCIAL ACTIVITIES.

1. During these twelve months of severe financial strain, the task that has fallen to the Financial Organisation of the League has been a particularly heavy one. One Government after another has turned to it for its assistance and advice. Members of the Financial Committee have visited in turn Austria, Bulgaria, Greece, Estonia and Hungary, and in the summer of this year the Roumanian Government addressed a letter to the Secretary-General of the League asking for the advice of its technical experts. Accordingly, a delegation of the Committee was sent to Bucharest in August last. In addition to tasks arising out of the crisis, the Financial Section was called upon to give its technical assistance to the Lithuanian Government in the preparatory work for the financial settlement between the Central Government and the local autonomous authorities of Memel, and with the aid of an expert of the Financial Section an agreement was reached between the two interested parties.

The Financial Section has also studied the financial aspects of the Librarian question, and for several months has concerned itself with the analysis of armaments expenditure demanded by the Disarmament Conference.

2. In each country which it or its members have visited, the Financial Committee has made an exhaustive study into the public finances of the State and into its monetary and banking situation, and has collaborated with the various Governments in their efforts to overcome the difficulties in which the gradual accentuation of the crisis has involved them.

But in doing this, the Committee has never lost sight of the wide issues and more general causes of national distress. It has repeatedly called the attention of the Council to the inevitable limitations which these general causes have set to their work.

Towards the ultimate solution of certain of these more general problems, the Committee has, moreover, made a notable contribution by the publication of the report of its Gold Delegation. The Committee cannot attempt to summarise this report here, though it would bring it to the special attention of all the members of this Assembly. The Board of the Bank for International Settlements at Basle, on July 11th, 1932, has already expressed its substantial agreement with the conclusions of the report. The Committee desires to draw special attention to two of its main conclusions:

".....The Delegation records its belief that, at the present stage of world economic development, the gold standard" (if properly managed as some emphasise) "remains the best available monetary mechanism."

".....The trade cycle is to-day an international phenomenon. Countries cannot hope to escape its effects by self-isolation. They can only hope collectively to lessen them. To this end they must permit an adequate freedom in the flow, not of credit alone, but of goods. In our opinion, it is imperative that the restrictive commercial policies adopted by Governments to-day should be radically changed. Adherence to an international monetary standard at once implies and necessitates adherence to an international economic system. To impose artificial restrictions on the movement of goods is the negation of such a system."

3. It would be well if all Governments were to reflect upon the essential truth of this latter statement. It is largely because they have failed to act upon it that the work of the Financial Committee and the tasks of the Governments with which it has been in contact have been so difficult during the last twelve months. The artificial restrictions upon the movement of goods are destroying international trade and have helped to force world prices of the commodities constituting that trade down still further. They have contributed to the partial or total failure of four of the countries with which the Committee has been connected to meet the services of their loans. The Hungarian Government stopped transfers on account of all foreign debt, except the loan issued in 1924 under the auspices of the League, at the beginning of the current year. In July, transfers for the service of this loan were also temporarily stopped. Since April, the Bulgarian Government has only transferred 50 per cent. of the service of its foreign non-political debt. In April, the Greek Government declared a temporary suspension of its foreign debt service, but has since, after conversations with certain associations of foreign bondholders, undertaken provisionally to pay 60 per cent. of the interest due. In June, the Austrian Government stopped all transfers on account of its foreign debt. That Government has, however, declared its intention of resuming, at the earliest possible moment, transfer on account of that debt service, and, before all, on account of the service of the 1923 loan issued under the auspices of the League. Of the gravity of these failures in financial transactions with which the League itself has been so closely associated, we must all be deeply conscious. They impose on the Governments which have raised the loans a very special duty to devote every effort to make good their position and should reinforce the determination of us all to overcome the economic ills from which the world is suffering.

Disheartening as the situation is, one cannot but be struck, after reading the four reports which the Financial Committee has issued

in the course of the last year, by the extent to which its collaboration with certain Governments has been successful in averting more serious disaster. Thus, after a thorough examination of the position in Austria in September last, the Government of that country agreed with the Financial Committee upon a programme of reconstruction, the execution of which up to date has produced certain striking results.

Whilst just a year ago the Austrian State budget threatened to have a deficit of over 270 million Schillings, not including a deficit of 76 millions of the State railways, thanks to the energetic measures taken it is now again in equilibrium and can also cover most of the railway deficit.

In view of the particular situation of Austria and of the guarantee given to the 1923 loan, a number of Governments have expressed their willingness to render a special aid. A Mixed Committee, composed of a delegation of the Financial Committee and a number of Government experts, has elaborated a scheme to this end, which was approved by the Council and incorporated in a Protocol signed on July 15th, 1932.

In October of last year, a delegation of the Financial Committee, and later the Committee itself, visited Budapest in order to examine the financial situation of Hungary. Here also a programme of financial reform was drawn up in agreement with the Government. Although it is true that the budget for the year ending June 30th last shows a deficit, expenditure during the eight months since the visit of the Financial Committee has been kept within the amount laid down by this programme. As in Austria and in Bulgaria, in order to afford a special check on the financial situation and keep the public regularly informed, monthly budgets giving considerable details of expenditure and revenue are published.

In both Austria and Hungary, resident representatives of the Financial Committee, who are in daily touch with the Governments, as well as advisers to the Central Banks, have been appointed. In Bulgaria, which was visited by a delegation of the Financial Committee in February last, the League Commissioner has been retained, and the Council has decided to nominate a new adviser to the Central Bank. These various foreign experts work in the closest collaboration with the Financial Committee and the Financial Section of the League. They attend the meetings of the Committee, at which also the Ministers of Finance of these countries or their representatives, as well as representatives of the Central Banks, have discussed the execution of the programmes laid down.

4. It is not necessary in this rapid survey to set out the details of those programmes, which are fully explained in the very full reports of the Financial Committee. The Second Committee, however, desires to take this opportunity of paying a well-merited tribute to the manner in which the members of the Financial Committee have devoted themselves to the public interest.

In circumstances like the present, when it has to help Governments which are struggling against almost impossible odds, the task of the Committee is exceedingly difficult. Yet its members have given themselves unstintingly to that task. It is not sufficiently realised what a considerable part of their time they are giving to the League. During the past twelve months, the Committee held five sessions lasting altogether sixty-two days. If you add missions of enquiry in various countries and participation in other Committees, such as the Gold

Delegation and the Mixed Committee for Austria, and, finally, the time spent in travelling, you will find that certain of the members of the Financial Committee have given during the past year from two to four months of their time to League work.

### III. ECONOMIC INTELLIGENCE SERVICE.

Reference must also be made to the activities of that part of the Financial Organisation known as the Economic Intelligence Service. Certain of its publications, such as its *Statistical Year-Book* and *Monthly Bulletin of Statistics*, are so well known by now as to require only a passing reference. The Service has continued to publish further editions of its regular memoranda on International Trade, on International Balances of Payments and on Production. Owing to the calls upon the time of its staff by the Disarmament Conference, however, during the last year, it has not been in a position to bring out a new edition of the *Memorandum on Public Finance*. Special attention should be drawn on this occasion to the *World Economic Survey*, which was issued last August, in accordance with the decision taken by an earlier Assembly. This *Survey* affords a bird's-eye view, at a moment when such a summary is so real a need, of the general economic developments of recent years and more especially of the last twelve months. It is intended for the general reader, and is receiving already the wide attention which it deserves.

Mention should also be made of the *Memorandum on Commercial Banks*, which was issued shortly after the last session of the Assembly, and to the section of the *Memorandum on Balances of Payments* dealing with international capital movements in recent years which have been of special significance in connection with the evolution of the world depression.

### IV. SPECIAL QUESTIONS RELATING TO COMMERCE AND PRODUCTION.

#### 1. *Procedure for the Friendly Settlement of Economic Disputes between States.*

The Economic Committee submitted to the Council, a procedure for the friendly settlement of economic disputes between States which was adopted by the Council in January, 1932

This procedure aims at placing reliable experts at the disposal of States for the settlement of such disputes. It does not entail any obligation on the part of States, nor does it involve the creation of any permanent organ. It in no way affects the obligations which the States Members or non-members of the League may have contracted elsewhere. It confines itself to fixing certain general rules which must be observed by the parties resorting of their own accord to this method of friendly settlement and by experts placed at their disposal for this purpose by the Council. The parties themselves determine what form the experts' assistance shall take—whether they shall be asked for an advisory opinion, a proposal of conciliation or for an arbitral award. The choice to be made among the experts nominated by the Council is also left to the parties.

On September 23rd, 1932, the Council proceeded to the nomination of the fourteen experts provided for in the regulations and decided that States could have recourse to this new procedure as from

January 1st, 1933. The high reputation which these experts enjoy, their known competence in economic matters, and their knowledge of the multifarious problems raised by the adjustment of economic relations, and particularly of the questions dealt with in commercial agreements, are sufficient to inspire countries with the requisite confidence.

The Committee is convinced that the procedure which has just been instituted can in future supply a rapid and practical means of settling disputes of an economic nature.

## 2. *Customs Nomenclature.*

The draft unified Customs nomenclature, with explanatory notes, is shortly to be submitted to Governments. The interest which it is arousing in industrial and commercial circles, and the intention already signified by certain Governments to adopt it, justify the hope that the recommendations made in this connection by the 1931 Assembly will be followed by a large number of countries.

The Committee is glad to note the accomplishment of this useful piece of work, which will bring order and clarity into a sphere where they have hitherto been absent.

## 3. *Customs Technique.*

The Economic Committee has studied a whole series of questions of Customs technique. Although, in present circumstances, the pursuit of this work may appear of secondary importance, the Economic Committee considers that it is justified in order to prepare in advance the technical conditions which will later be required for the application of future economic agreements.

## 4. *Veterinary Conventions.*

(a) The majority of the Governments to which the *three draft Conventions*<sup>1</sup> noted by the Assembly last year were submitted have signified that they regard these drafts as a suitable basis of discussion in an international diplomatic conference.

Together with these communications, they presented a certain number of observations and suggestions which will be embodied by the Secretariat in a single document.

In view of the favourable result of this enquiry, the Second Committee, convinced of the capital importance of the problems under discussion to a large number of European and extra-European countries, considers that the convocation of an international diplomatic conference on the basis of the drafts prepared, in the course of the year 1933, after the Economic and Financial Conference, deserves a place in the programme of general economic reconstruction.

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<sup>1</sup> These draft Conventions relate to: (a) the campaign against contagious diseases of animals; (b) the transport of animals, meat and other products of animal origin; (c) the import and export of products of animal origin (other than meat, meat preparations, fresh animal products, milk and other dairy produce).

The Committee trusts that, on this occasion, the question will be discussed of the most appropriate means of ensuring to animals during transport good sanitary conditions and effective protection against cruelty.

(b) The last Assembly recommended that the Economic Committee should examine the expediency of preparing a draft international convention on the *import and export of animals, meat and other products of animal origin*.

After a preliminary enquiry, the Economic Committee proposes to hold a meeting of experts in 1933 to examine these problems.

#### 5. *International Agreements.*

The exceptional conditions due to the present crisis have not appeared to the Economic Committee to be favourable to the pursuit of the studies relating to the part to be played by international agreements. It has therefore confined itself to making known to the public the new legislation concerning economic agreements introduced in Germany and Hungary, which reflects the most recent evolution of legal conceptions with regard to agreements and particularly concerning their relations with the State.<sup>1</sup>

#### 6. *Examination of the International Situation of Certain Branches of Production.*

In order to give effect to the resolution of the Assembly of 1931 concerning the study of a better organisation of certain branches of production and of the trade relating thereto, the Economic Committee has consulted experts about a series of products:

(a) *Coal*.—After a meeting held in Geneva in January 1932 by a Sub-Committee of experts on coal, representing the Governments, employers, workers and consumers,<sup>2</sup> the idea of an international agreement on coal seemed comparatively near being realised. These hopes, however, have proved premature. The Economic Committee has considered whether, in view of the depression through which the coal industry is passing, a fresh meeting of this Sub-Committee should not be held in the near future. As one of the principal producing countries regards this meeting as premature, the Economic Committee has postponed taking a decision until its next session.

(b) *Motor-car Industry*.—At the end of last May, the Economic Committee held a meeting of experts from six European producing countries. The discussions of the experts related chiefly to the decline in the figures of motor traffic, the competition between railways and road transport, the problem of taxation, that of a better distribution of foreign markets and especially the level of Customs protection in different countries.

As a consequence of this meeting, the Permanent International Bureau of Motor Manufacturers proposes to make a thorough study of these problems and communicate the result of its researches to the Economic Committee, which will organise further meetings if considered necessary.

<sup>1</sup> "Review of the New Legislation concerning Economic Agreements (Cartels etc.) in Germany and Hungary" prepared for the Economic Committee by Siegfried TSCHERSCHKY (document E. 529 (1) (a)).

<sup>2</sup> "The Coal Problem" (document C. 405, M. 224, 1932, II. B.).

(c) *Timber*.—Following upon a meeting of experts organised by the Economic Committee in April 1932,<sup>1</sup> an International Timber Conference was convened at Vienna in June. The experts considered that a regulation of exports might assist the recovery of the market by eliminating, at least in part, the ill-effects of unlimited competition. Six countries have decided upon the creation of a permanent international committee to draw up an agreement for the purpose of reducing their exports.

(d) *Hops*.—Experts summoned in February 1932 by the Economic Committee pronounced in favour of the constitution of an international bureau which should study, in close contact with the International Institute of Agriculture, the problems connected with the production of hops and the hop trade.

(e) *Tobacco*.—(See in Part VI concerning the Stresa Conference, the decision taken by the Commission of Enquiry for European Union.)

### 7. *National Economic Councils.*

The last Assembly drew attention to the desirability of associating National Economic Councils with the work of the League of Nations. The Economic Committee, having been entrusted by the Council with the preliminary work, considered that it would first be necessary to obtain information on the existence and functions of these National Councils, on the powers which have been conferred on them and on the methods of work which they employ.

The result of its enquiries has been summarised in a publication which has just appeared.<sup>2</sup> The Economic Committee will henceforward be able to consider with a full knowledge of the facts whether and to what extent it will be possible to organise the co-operation of the National Economic Councils in the economic work of the League.

### 8. *Bills of Exchange, Promissory Notes and Cheques.*

(a) Last year the Second Committee expressed the hope that the three Conventions concluded at Geneva in 1930 regarding *bills of exchange and promissory notes* would be ratified within the prescribed time-limit which expired on August 31st, 1932. By this date, of twenty-six signatories, only Austria, Belgium, Denmark, Finland, Greece,<sup>3</sup> Italy, Japan, the Netherlands, Norway, Sweden and Switzerland had deposited the instruments of ratification of the three Conventions concerning bills of exchange and promissory notes. To enter into force, however, these Conventions require the ratification and accession of seven States, including three Members of the League permanently represented on the Council. This latter condition has not yet been realised.

The Committee has been informed that the German and French Governments have instituted the necessary procedure before their Parliaments, but that various reasons have delayed the examination of the relevant Bills.

<sup>1</sup> "The Timber Problem" (document C.493.M.239.1932.II.B).

<sup>2</sup> "Review of the Economic Councils in the Different Countries of the World" (document C.626.M.308.1932) prepared for the Economic Committee by Dr. Elli Lindner.

<sup>3</sup> Greece ratified only two of these Conventions.



The Committee is convinced that these two Governments will not fail to accede as soon as possible to these Conventions and thus hasten their entry into force.

(b) The Committee further learnt with interest that a number of ratifications had already been deposited for the three Conventions on *cheques*. The period of ratification for the latter expires on September 1st, 1933.

It hopes that the signatory Governments will make a point of seeing that the inconveniences resulting from the above-mentioned delays will not recur as regards the Conventions on *cheques*, and that the protracted efforts devoted to the unification of this important part of private international law will thus produce all the effects anticipated.

#### 9. *Bribery and Unfair Commercial Practice: Marks of Origin.*

The Committee noted the efforts of the Economic Committee to bring about, on the one hand, an improvement in commercial relations and, on the other, a diminution of the difficulties due to the present requirements of laws or regulations relating to marks of origin imposed on foreign goods.

It hopes that these efforts will be pursued and will produce satisfactory results when the Economic Committee is in possession of all the data which are being brought together by means of the two enquiries at present in progress.

#### 10. *Inter-co-operative Relations.*

The Assembly has been informed, through a report of the Economic Committee, that, at the instigation and under the direction of the late Albert Thomas, an international committee on inter-co-operative relations had been set up with a view to bringing together, in order to allow them to exchange ideas and information, and also for possible common action, representatives of the International Co-operative Alliance and of the International Commission on Agriculture, in collaboration with the International Labour Office and the International Institute of Agriculture, each of which has a special service which follows the development of co-operation in the different countries. The Economic Organisation of the League of Nations is also taking part in the work of the Committee.

This Committee is devoting its attention, in particular, to establishing, in the international field, closer relations between producers' and consumers' co-operative societies. In view of the important part which co-operation can play as a remedy for the present serious disequilibrium between production and consumption and especially for the agricultural depression, the Second Committee would be glad if the Economic Organisation of the League of Nations could continue to follow closely and support the work of this Committee. It also expresses the opinion that it would be desirable that any current information submitted to the Committee on the progress of co-operation in the different countries and in different fields should be widely circulated in all circles likely to be interested in the question.

#### V. PUBLIC WORKS.

The question of the initiation of large-scale public works, which he regarded chiefly as a means of remedying unemployment, raised for the first time in the spring of 1931 by Albert Thomas in the Commission

of Enquiry for European Union, was referred by the Assembly for examination to the Committee of Enquiry into Questions relating to Public Works and National Technical Equipment created by the Communications and Transit Organisation, to which representatives of the International Labour Organisation and the Economic Committee of the League were added.

When examining the activities of the Communications and Transit Organisation, the Second Committee noted the results of the work done by this Committee, which had made a thorough examination, from the technical point of view and from the point of view of economic utility, of a considerable number of plans submitted by numerous Governments and particularly by the majority of the countries of Central and Eastern Europe.

Subject to an examination of the possibilities and methods of financing them—a question which is outside its competence—the Committee recommended a certain number of these plans to the attention of the Council.

At its meeting of September 24th, 1932, the Council took account of the fact that international action regarding large-scale public works had, from the outset, been treated as part of the general work of economic reconstruction. This appears from the Assembly's resolution of September 24th, 1931, to which reference has just been made. Hence, in the resolution which it adopted on this subject, the Council decided to transmit to the Preparatory Commission of Experts for the Economic and Financial Conference the present or future results of the work of the above-mentioned Committee of Enquiry, with a view to the possible inclusion of this question in the agenda of the Economic and Financial Conference.

## VI. STRESA CONFERENCE.

1. The Financial Committee, in the admirable report which it submitted to the Council in March 1932, indicated for the first time the general lines along which it considered it necessary to examine the difficulties of the various Central and Eastern European countries, if such an examination was to be of real value.

Shortly afterwards, the London Conference again considered the Danubian problem in the light of the definite proposals submitted by the French Government and finally set up a mixed committee, the terms of reference of the latter being to examine the general part of the report already mentioned. This Committee, however, was compelled to devote its efforts entirely to a consideration of the Austrian problem, which was of special urgency.

In these circumstances, the Lausanne Conference decided to confide to a special Committee—known as the Stresa Conference—the examination of measures for the economic and financial reconstruction of Central and Eastern Europe.

The Stresa Conference concentrated its efforts on three main points—the gradual removal of obstacles to trade, the revalorisation of cereals, and the monetary and financial reconstruction of the Central and Eastern European countries.

2. After stating that *obstacles to trade* must be gradually removed, the Conference pointed out that an endeavour should be made, not only by the Central and Eastern European countries, but also by all European countries, to return gradually and with all precautions necessary to a system of greater freedom of trade.

It recommended the re-establishment of a system of normal commercial treaties in Central and Eastern Europe and the immediate attenuation and early abolition of prohibitions, quotas and indirect protection; at the same time, it pointed out that a full solution of these difficulties could only be given by the World Economic Conference.

3. As regards the *revalorisation of cereals*, reference may be made to a passage on this subject in the report of the Stresa Conference:

"The collapse of prices of agricultural products, and particularly prices of cereals, plays an all-important part in the crisis through which the States of Central and Eastern Europe are passing. Accordingly, the Stresa Conference—acting, moreover, in accordance with an express recommendation of the Lausanne Conference—tried to find means of remedying, at all events in part, the fall in prices by attempting to give an enhanced value to exportable surpluses of cereals.

"Since the Conference for Concerted Economic Action indicated in 1930 the lines on which certain 'preferential' agreements could be concluded for European cereals, various States have concluded agreements of the kind suggested. Some of them are already in force; in the case of others, it has not yet been possible to apply them on account of the opposition of other States enjoying most-favoured-nation treatment.

"It has been found that, even if all these agreements were in force, they would probably fail to achieve the most important result—namely, an increase in the home price in the producing countries. Such a result, indeed, seems attainable only by a method which would have the effect of revalorising to a certain extent all exportable surpluses of the various cereals under consideration."

In the draft international Convention framed at Stresa, it is proposed to attain this object by a combination of two methods: advantages granted by means of bilateral treaties and a cash contribution to a special fund. The application of the contemplated benefits is restricted in the draft to the average of the quantities exported during the past three years.

There is no need to dwell at greater length on the details of the project, which are set out in the report of the Stresa Conference.

4. The Conference further adopted a number of recommendations concerning facilities to the *international trade in live-stock and animal products*. It considered also the difficulties experienced by certain countries for which the export of *tobacco* is of capital importance. It dealt with the special problem of *Austria* and recommended action for improving the *transport system* in Central and Eastern Europe. It recommended the putting into force as quickly as possible of the International Convention of 1931 regarding the establishment of an *International Agricultural Short-term Mortgage Credit Company*. In another direction, the Conference gave its approval to the proposal for the carrying out of major public works, to which reference was made above.

5. After calling attention to the fundamental principles of a sound *financial administration*, the Stresa Conference outlined the conditions whereby the financial obligations of the States concerned might be alleviated without affecting the binding character of their engagements and in the true interest of debtors and creditors alike.

It also indicated the immediate measures for monetary reform and, consequently, the abolition of foreign exchange control—an indispensable condition to a revival of trade.

To this end the Conference proposed the creation of a *Currency Normalisation Fund*, constituted by repayable advances furnished by all the participating States, out of which loans for a reasonable period could be made to banks of issue in certain defined conditions.

Although this proposal was not unanimously adopted by the members of the Conference, the majority considered it should be submitted to the Commission of Enquiry for European Union, which would be called upon to indicate the body to administer the fund, the general lines of this administration, the method of estimating contributions and the form in which they might be supplied.

6. *The Commission of Enquiry for European Union* has just noted and, subject to certain reservations, has approved in principle the whole of the recommendations of the Stresa Conference. It had asked the Council to entrust to a group of experts the detailed consideration of the proposals regarding the constitution of a currency normalisation fund and those relating to a fund for the revalorisation of cereals. It further asks the Council to entrust experts with the practical examination of the problem of tobacco.

## VII. RESOLUTIONS.

The Assembly,

1. Approves the report submitted to it by the Second Committee;

2. Asserts its conviction that the grave problems of the hour raised by the crisis can only find a solution in the effective and immediate co-operation of all countries, both in the sphere of trade and in that of finance;

Considers that the most urgent task of the coming Economic and Financial Conference must be to seek all practical means of eliminating as speedily as possible the impediments of every kind that are paralysing international trade, and to facilitate the adjustments necessary for monetary stability and the restoration of credit;

Urgently and solemnly appeals to all the Governments that will be represented at the Conference to make every contribution in their power to the solution of the present difficulties, and to enlighten public opinion as to the necessity of making the concessions indispensable to an international economic understanding, that being the sole means of restoring a normal situation;

Calls the attention of the Economic and Financial Conference and of those who are responsible for the preparation of that Conference to the resolution passed on April 30th, 1932, by the International Labour Conference and transmitted by the Council to the Assembly, and to the results of the Stresa Conference;

3. Thanks the Financial Committee for the great labour it has devoted to the difficult and arduous task that has fallen to it during the past year;

Notes with satisfaction that the Gold Delegation of the Financial Committee has completed its work and published its final report, to which it desires again to draw the attention of all authorities responsible for monetary policy;

4. Calls the attention of the Governments of all countries to the new procedure established by the Council with a view to the *amicable settlement of disputes of an economic nature between States*, to which it will be permissible for them to have recourse as from January 1st next;

5. (a) Being informed that the three draft *veterinary Conventions* prepared by the Economic Committee are regarded by many Governments as suitable to serve as a basis of discussion at an international diplomatic conference, expresses the desire that this diplomatic Conference may be convened during 1933;

(b) Being informed that the Economic Committee is actively conducting enquiries into the veterinary problems raised by the trade in live-cattle and meat, hopes that the States concerned will be kept informed of the progress of this work, the ultimate aim of which is the preparation of one or more conventions relating to the import of live-cattle and meat;

6. Expresses the hope that the countries on which the entry into force of the *three Conventions concerning bills of exchange and promissory notes* depends will make a point of contributing, by their speedy adhesion, to the progressive unification of this important section of private international law;

7. Expresses the wish that the Economic Organisation of the League of Nations should continue to follow closely and support the work of the International Committee on Inter-co-operative Relations, and that it should endeavour, in collaboration with the International Labour Office, to find the best means of making available to those concerned the information collected for this Committee concerning the progress of co-operation in the different countries;

8. Notes with satisfaction the resolution adopted by the Council of the League of Nations to submit the question of *large-scale public works* to the Preparatory Commission of the coming Economic and Financial Conference.

#### 4. *Draft convention for facilitating the International Circulation of Films of an Educational Character.*

The Second Committee appointed a Sub-Committee to make a preliminary examination of the draft Protocol for facilitating the international circulation of films of an educational character.

This Sub-Committee, composed of M. R. HOLSTI (Finland), Sir William MALKIN (United Kingdom), M. M. PILOTTI (Italy), M. V. V. PELLA (Roumania), M. K. STODOLA (Czechoslovakia) and M. G. BONNET (France), (Chairman), submitted to the Second Committee a revised draft Convention, the text of which, together with the accompanying explanations and remarks, is appended to the present report.

In the course of the discussion in the Second Committee, numerous delegations signified their approval of the main lines of this draft; some of them held that the draft as revised is calculated to facilitate the acceptance of the Convention.

It was also pointed out that the Convention would have the effect of encouraging the production and circulation of educational films which, by reason of their character, might contribute to mutual understanding among the peoples in the spirit of the League of Nations.

Other delegations urged the necessity of reaching an international agreement as speedily as possible.

In view, however, of the considerable changes made by the Sub-Committee in the draft placed on the Assembly's agenda, regarding which most of the delegations were not able to obtain instructions from

their Governments, the Second Committee thought it better not to engage, for the time being, in an exhaustive discussion on the revised draft, while unanimously asserting the urgent necessity of reaching an international agreement on the subject. The Committee therefore thought it proper to recommend to the Assembly a resolution whereby the Assembly requests the Council of the League to convene a meeting at whatever date may seem most suitable in the near future.

The Governments would thus have an opportunity of examining the new draft and noting the changes in it as compared with the previous draft. Their delegates would then be able to hold a useful discussion on the substance of the question, which hitherto they had not been able to do. This procedure would also allow the International Cinematographic Institute to draw up the regulations referred to in Article X of the draft.

In these circumstances, I have the honour, on behalf of the Second Committee, to move the following resolution:

"The Assembly,

"Notes with satisfaction the result of the work accomplished by the Sub-Committee which it had appointed to examine the draft Convention for facilitating the international circulation of films of an educational character;

"Is of opinion that the changes proposed by the Sub-Committee are calculated to facilitate the accession of several of the States to this Convention, which, in its broad outline, has received the approval of numerous delegations, but considers that these changes call for a fresh examination on the part of the Governments concerned;

"And, having regard to the importance that attaches to a speedy settlement of the question, requests the Council to convene a meeting of Government delegates at whatever time it considers most suitable, but if possible at the time of the forthcoming extraordinary session of the Assembly, provided always that all the Governments have been able to examine the new draft Convention. At this meeting, the delegates, being in possession of full powers, would be called upon to decide whether the proposed Convention, with or without amendment, is to be opened for signature by any Member of the League or any State non-member. In the meantime, the Governments concerned might send their observations to the Secretary-General."

## Appendix.

### REPORT OF THE SUB-COMMITTEE APPOINTED TO EXAMINE THE DRAFT PROTOCOL FOR FACILITATING THE INTERNATIONAL CIRCULATION OF FILMS OF AN EDUCATIONAL CHARACTER.

The Sub-Committee appointed by the Second Committee to make a preliminary examination of the draft Protocol for facilitating the International Circulation of Films of an Educational Character completed its task, under the Chairmanship of M. Georges Bonnet (France), in the course of three meetings, at which it heard representatives of the Belgian, German, Hungarian and Polish delegations. The Sub-Committee also enjoyed the very valuable assistance of M. de Feo, the Director of the Rome Institute.

After examining the various observations, amendments and proposals submitted to it by the Belgian, British, French, Hungarian, Italian, Czechoslovak and Polish delegations, the Sub-Committee agreed to submit to the Second Committee, as a basis for discussion, the attached draft Convention, accompanied by a number of remarks.

# CONVENTION FOR FACILITATING THE INTERNATIONAL CIRCULATION OF FILMS OF AN EDUCATIONAL CHARACTER.

[List of Heads of States.]

\* \* \* \* \*

Believing that educational films contribute towards the mutual understanding of peoples, in conformity with the object of the League of Nations, and consequently encourage moral disarmament;

Convinced that it is highly desirable to facilitate the international circulation of such films, which constitute specially effective means of ensuring physical, intellectual and moral progress;

Noting that educational films are insufficiently known and that their international diffusion is too limited;

Considering that Customs duties constitute a serious obstacle to the circulation of these films and that States do not obtain any great financial advantage as a compensation for this disadvantage:

Have appointed as their Plenipotentiaries the following:

[List of Plenipotentiaries.]

\* \* \* \* \*

Who, having communicated their full powers, found in good and due form, have agreed on the following provisions:

## Article I.

For the purposes of the present Convention, there shall be regarded as films which may be of an international educational character, in general, films based on didactic principles, that is to say:

- (a) Films designed to supply information with regard to the League of Nations and other international organisations of States which are officially recognised by the High Contracting Parties;
- (b) Films prepared for use in education of all grades;
- (c) Films intended for occupational training and guidance and films for the scientific organisation of work;
- (d) Films dealing with scientific or technical research or designed to spread scientific knowledge;
- (e) Films dealing with health questions, physical training, social welfare and relief.

*Article II (old Article V).*

The High Contracting Parties undertake to accord, within six months from the coming into force of the present Convention, exemption from all Customs duties and accessory charges of any kind, except statistical fees and stamp duties, in respect of the import, transit and export of films of an international educational character produced by concerns or institutions established in the territory of one of the High Contracting Parties.

They agree that the provisions of the preceding paragraph apply to educational films in either of the following forms:

- (a) Negatives, printed and developed;
- (b) Positives, printed and developed.

In the case of sound or talking films, the benefits of the present Convention shall also be accorded to all forms of sound reproduction such as records and acoustic films.

The High Contracting Parties further undertake not to subject the films referred to in the first paragraph of this article to internal taxes (in connection with sale or circulation or of any other kind) other or higher than those to which educational films produced in the country concerned are subject.

*Article III (old Article VI).*

Every film for which exemption from Customs duties is to be claimed in accordance with the present Convention shall be submitted to the International Educational Cinematographic Institute for examination, and the Institute, if satisfied that the film is of an international educational character within the meaning of Article I, shall issue a certificate to that effect in the form shown in the Annex to the present Convention. On presentation of such certificate the necessary facilities for the submission of the film to the national authority competent to grant exemption from Customs duties shall be accorded by the customs and other departments concerned of the country into which it is desired to import the film.

The decision of the competent national authorities as to whether a film is to be regarded as entitled to exemption from Customs duties in accordance with the present Convention shall be final, subject to the provisions of the following article. The said authorities will notify the International Educational Cinematographic Institute of their decision.

*Article IV (old Article VII).*

1. If the authorities of the importing country refuse to grant exemption from Customs duties to a film because they do not admit its international educational character, the Government of the country where the concern or institution which has produced the film is established may, if it considers that it has an interest in the circulation of the film on national cultural grounds, make friendly representations to the Government of the importing country, and the two Governments shall consult together on the question.

2. The point to be determined shall be solely whether the film falls within one of the categories in Article I.



3. If no agreement is reached between the two Governments, the question shall be referred to two experts, one chosen by the International Educational Cinematographic Institute and the other chosen by the Government of the importing country, but having no official connection with that Government. If the two experts are agreed, their decision shall be accepted by the two Governments.

4. It is understood that the foregoing procedure shall not apply when the refusal of the competent authorities of the importing country to exempt the film is based on the ground that it is not in accordance with the educational ideas or methods of the country, or on other grounds of public interest.

#### *Article V (old Article IV).*

The International Educational Cinematographic Institute shall prepare as soon as possible and periodically publish a catalogue of the films to which it has issued a certificate in accordance with Article III. The catalogue shall also state the decisions taken by the competent authorities of the countries into which importation has been sought. This catalogue, to be published in the five official languages of the Institute (English, French, German, Italian and Spanish), shall reproduce in respect of each film the information contained in the certificates. It shall be communicated to the High Contracting Parties. The said Parties undertake to encourage, by such means as appear to them to be the most effective, the circulation of the catalogue published by the Institute.

#### *Article VI (old Article VIII).*

Nothing in the present Convention shall affect the right of the High Contracting Parties to censor films in accordance with their own laws or to adopt measures to prohibit the import and transit of films for reasons of public security or order.

#### *Article VII (old Article IX).*

The High Contracting Parties undertake jointly to consider means of granting the privilege of reduced tariffs or free carriage in respect of the transport of the films of an international educational character referred to in Article I.

#### *Article VIII (old Article XII).*

Disputes as to the interpretation or application of the present Convention not relating to the decisions of the competent authorities referred to in Article III shall be submitted to the Permanent Court of International Justice.

If the High Contracting Parties between which a dispute has arisen, or any one of them, were not parties to the Protocol dated December 16th, 1920, relating to the Permanent Court of International Justice, the dispute shall, if they so desire, be submitted, in accordance with the constitutional rules of each of them, either to the Permanent Court of International Justice, or to an arbitral tribunal established in conformity with the Convention of October 18th, 1907, for the Pacific Settlement of International Disputes, or to any other arbitral tribunal.

*Article IX (old Article XIII).*

The High Contracting Parties shall communicate to each other and to the International Educational Cinematographic Institute within six months following the coming into force in their territories of the present Convention:

- (a) The names of the organisations entitled to grant exemption from Customs duties in accordance with Article III;
- (b) The measures taken to ensure the execution of the provisions of the present Convention.

*Article X (old Article XIV).*

The Governing Body of the Institute shall draw up regulations concerning the procedure to be followed by it in order to carry out the present Convention and the fees to be charged by it for issuing certificates in accordance with Article III and publishing the catalogue referred to in Article V. These regulations shall be submitted for approval to the Council of the League of Nations.

*Article XI (old Article XV).*

The present Convention, of which both the French and English texts shall be authentic, may be signed at any time before . . . (six months) on behalf of any Member of the League of Nations or any non-member State.

*Article XII (old Article XVI).*

The present Convention shall be ratified. The instruments of ratification shall be deposited with the Secretary-General of the League of Nations, who will notify the deposit thereof to all the Members of the League of Nations and to the non-member States, including the dates at which such deposit has been effected.

*Article XIII (old Article XVII).*

On and after . . . any Member of the League of Nations and any non-member State on whose behalf the Convention has not been signed at that date may accede to it.

The instruments of accession shall be deposited with the Secretary-General of the League of Nations, who will notify such deposit and the date thereof to all the Members of the League of Nations and to non-member States.

*Article XIV (old Article XVIII).*

The present Convention shall come into force ninety days after the Secretary-General of the League of Nations has received ratifications or accessions on behalf of at least five Members of the League of Nations or non-member States.

In respect of each Member or non-member State on whose behalf an instrument of ratification or accession is subsequently deposited, the Convention shall come into force ninety days after the date of the deposit of such instrument.

*Article XV (old Article XIX).*

1. The present Convention may be denounced after the expiration of a period of three years from the date at which it comes into force.

2. The denunciation of the Convention shall be effected by a written notification addressed to the Secretary-General of the League of Nations, who will inform all the Members of the League and the non-member States of each notification and of the date of the receipt thereof.

3. The denunciation shall take effect one year after the receipt of the notification.

*Article XVI (old Article XX).*

1. Any High Contracting Party may declare, at the time of signature, ratification or accession, that, in accepting the present Convention, he is not assuming any obligation in respect of all or any of his colonies, protectorates or oversea territories or the territories under his suzerainty or mandate; the present Convention shall, in that case, not be applicable to the territories named in such declaration.

2. Any High Contracting Party may subsequently notify the Secretary-General of the League of Nations that he desires the present Convention to apply to all or any of the territories in respect of which the declaration provided for in the preceding paragraph has been made. The Convention shall, in that case, apply to all the territories named in such notification ninety days after the receipt thereof by the Secretary-General of the League of Nations.

3. Any High Contracting Party may, at any time after the expiration of the period of three years provided for in Article XV, declare that he desires the present Protocol to cease to apply to all or any of his colonies, protectorates or oversea territories or the territories under his suzerainty or mandate. The Convention shall, in that case, cease to apply to the territories named in such declaration six months after the receipt thereof by the Secretary-General of the League of Nations.

4. The Secretary-General of the League of Nations shall communicate to all the Members of the League of Nations and to the non-member States the declarations and notifications received in virtue of the present article, together with the dates of the receipt thereof.

*Article XVII (old Article XXI).*

The present Convention shall be registered by the Secretary-General of the League of Nations as soon as it comes into force.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE at Geneva the . . . . . one thousand nine hundred and thirty-two in a single copy, which shall be preserved in the archives of the Secretariat of the League of Nations and of which a certified true copy shall be delivered to all the Members of the League and to non-member States.

## ANNEX.

The certificate provided for in Article I shall be drawn up in the following form:

## FORM OF CERTIFICATE.

Name of office issuing certificate for the international circulation of films of an educational character.

Title of film.

.....

Format of film.....

Base { inflammable.

          { non-inflammable.

Country of origin .....

Length { with captions .....

          { without captions .....

Photographic part, length .....

Part consisting of animated cartoons, length .....

Number of parts .....

Name of author .....

Name of producer or publisher .....

Name of technical or scientific director .....

Captions in (name of language) .....

The film is a { silent

                  { sound { spoken captions.

                              { film with musical accompaniment

The synchronisation is { gramophonic (number of records....)

                              { photo-acoustic

Description of subject.

.....

.....

## Remarks.

General execution (perfect—very good—good—fair).

The film is of a popular—strictly technical—strictly scientific—  
general, educational—character.

[Seal.]

## OPTIONAL PROTOCOL

The High Contracting Parties undertake to consider favourably applications for the occasional and temporary admission, free of Customs duties, of films intended for societies concerned with education, relief, social welfare or physical training, if the said societies are composed of nationals of the country producing the film.

The above advantages will only be granted in the case of films exhibited for non-commercial purposes and destined exclusively for the use of the societies concerned.

The High Contracting Parties also undertake to examine the possibility of granting specially favourable treatment—*e.g.*, fiscal facilities—in the case of recreational or spectacular films of an educational character, duly attested by the national organisations, even if they are exhibited in public.

(Here follow the usual formal clauses.)

#### REMARKS.

##### *Ad Article I.*

In the first paragraph of this article, the Sub-Committee has introduced a new specification of the characteristics to be presented by the films which are to benefit by the regime established by the Convention, stipulating that, independently of their international educational character, such films must be based on didactic principles. The Sub-Committee felt that, since the films covered by the Convention were intended for instructional or educational purposes, it was necessary to ensure that they should be based on principles in conformity with those purposes.

Certain delegations wished it to be specified in the text that advertisement films and films the sole object of which is to amuse should be excluded. The Sub-Committee was of the opinion that, in view of the wording adopted for Article I, it was unnecessary, and would indeed be dangerous, to enumerate certain classes of film which should be excluded from the benefits of the Convention.

It was also proposed that in Article I propaganda films and films offending religious sentiments should be explicitly excluded. The Sub-Committee felt that the wording of Article I in itself excluded such films; moreover, an express provision of the Convention empowers the contracting parties to censor films and even to prohibit the importation of a film for reasons of public safety or order.

##### *Ad Article II (former Article V).*

1. This article, which is based on the text of Article V of the draft Protocol, has been inserted as Article II, because the Sub-Committee considered that that was its logical place.

2. An exception to the exemption from duty has been made in the case of stamp duty. It was pointed out that the great majority of countries levy a duty, though a very small one, in the form of stamp duty on the Customs document granting free entry. It would have been impossible to secure such exemption without upsetting accepted practices.

One delegation asked that it should be explicitly understood that the films covered by the Convention should not be exempted from the "transmission tax"—or, in other words, that the latter should not be regarded as an accessory charge. The Sub-Committee considered that the fact that a charge was levied at the time of the importation of certain goods did not in itself, independently of the object of such charge, suffice to make it an accessory charge, and that, in view of the diversity of the Customs laws and regulations of different countries, it seemed difficult, and in any case dangerous, to give any definition of accessory charges; but that, in practice, difficulties seem unlikely to arise in the interpretation of the text. In any case, if disputes did occur, suitable means of settlement were provided in one of the articles of the Convention.

3. The French delegation proposed that the first paragraph of Article II be amended as follows: strike out the words "except statistical fees and stamp duties" and substitute the words: "except such charges as are made in all cases on the importation of goods, even when the latter are exempt from Customs duty, and irrespective of their origin or nature, as, for example, statistical fees".

The Sub-Committee thought it preferable to leave the decision on this proposal to the Second Committee.

4. The Czechoslovak delegation had asked for the insertion in Article II of a provision to the effect that the benefits of the Convention would be granted solely to films which were technically perfect. In this connection it pointed out that, even at the present time, Czechoslovak films were exempted from *internal* charges only when they fulfilled that condition. The Sub-Committee considered, however, that the insertion of such a provision was unnecessary, since, as regards internal charges, it was stipulated in the last paragraph of the article that films covered by the Convention should be subject to the same treatment as national films.

As regards Customs duties, it had seemed difficult to make exemption conditional upon the film being "technically perfect". Certain of the films covered by article I were very often not technically "perfect", but this did not interfere with their utility, from a scientific standpoint, for instance. Moreover, in the certificate issued by the Rome Institute, an opinion would be expressed as to the general execution of the films to which the certificate referred.

5. The change made in the third paragraph of this article was designed to meet the misgivings of a delegation which feared that exemption would have had to be granted to all the accessories accompanying the film on importation. The Committee accordingly endeavoured to find an expression which would make it quite clear that in the case of sound films the benefits of the Convention should be granted solely to the instruments used for reproducing the sound.

6. The French delegation proposed to add to Article II a last paragraph reading as follows: "Films entitled to benefit by the exemption provided for in Article II should be shown only at free educational, school or post-school performances in educational establishments".

The Sub-Committee rejected this amendment, which would have fundamentally changed the basis of the Convention.

#### *Ad Article III (former Article VI).*

This article was proposed by the British delegation. From the explanations given by it in reply to the question raised on the matter, it appears that by "facilities for submitting the film to the competent authorities of any country" are meant that, after the certificate has been issued by the Institute, the film will immediately, while still under Customs supervision, be submitted to the competent authorities for them to decide as to its international educational character; the collection of Customs duties will be suspended until those authorities have given their decision.

#### *Ad Article IV (former Article VII).*

It will be noted that, by the insertion of the new Articles III and IV, the general structure of the Convention has been modified. In the draft submitted by the Sub-Committee, application is no longer to

be made to national organs for the issue of certificates testifying to the international educational character of the films. In the Sub-Committee's draft, such certificates are to be issued exclusively by the International Educational Cinematographic Institute. However, the contracting parties reserve the right to refuse admission to films submitted to them for import accompanied by such certificates. They are obliged to notify the Institute of their decision. A procedure is provided for cases in which the exporting country considers that it is entitled to require that the advantages of the Convention shall be granted to a film which has been excluded by decision of the importing country.

The last paragraph of Article IV expressly stipulates that the importing country's refusal will be final when it is based on the fact that the film is not in keeping with the educational ideas and methods of the country or on other reasons of public interest.

One delegation asked that the importing country should be allowed to refuse to grant the benefit of the Convention to a film covering the same ground as a home-produced film, or when the number of films admitted duty-free from a given exporting country was more than twice the number of films produced in the importing country which were admitted duty-free by the exporting country.

The Sub-Committee decided that it would not be advisable to modify the draft on these lines, since this amendment was of a nature to change completely the basis of the Convention. The latter deliberately neglected all economic and protectionist considerations.

The Sub-Committee considered that it was not competent to take a decision on this point, which would be pronounced upon by the Second Committee.

These new provisions taken as a whole were the results of a compromise between the proposals made to the Committee by the Italian and French delegations on the one hand, and the British delegation on the other.

#### *Ad Article V (former Article IV).*

The Sub-Committee's draft lays down that the catalogue mentioned in this article shall not only contain a list of the films for which a certificate has been delivered by the Institute, but must also mention the affirmative or negative decisions of the countries of importation to which application has been made for the Customs-free admission of the films covered by these certificates. The Committee considered that it would be useful for film producers and for the public in general to be acquainted with the decisions taken in respect of the catalogued films in the different countries.

The Polish delegation asked that the catalogue should be prepared in six languages, the sixth being one of the Slav languages of countries Members of the League of Nations. In this connection the Director of the Rome Institute recalled that the latter, according to its constitution, was obliged to publish all its documents in the five languages enumerated in Article V. He pointed out, however, that the Institute would be prepared to arrange for the publication of the catalogue in another language on condition that the supplementary expense involved should be reimbursed to the Institute. This is a question of internal procedure to be settled by the competent authorities of the Institute.

#### *Ad Article X (former Article XIV).*

Article X contains new provisions which are the logical result of the modifications introduced into the draft.

### III.—Fourth Committee.

#### 1.—Financial Questions.

The purpose of this report is to acquaint the Thirteenth Assembly with the financial debates and resolutions of its Fourth Committee.

The Fourth Committee's task was even heavier this year than usual. In addition to the fact that the financial situation of the League of Nations rendered a critical examination of the draft budget particularly necessary, various other problems had been expressly referred to it for examination.

Of these problems, two, which are dealt with in special reports, need only be mentioned here—the first relating to the reorganisation of the principal officers and the second relating to contributions in arrears.

Before summarising some of the opinions expressed in the course of the financial discussions and quoting the principal resolutions to which they led, it would seem desirable to recall the general conditions in which these discussions took place.<sup>1</sup>

It should be noted that the national delegations as a whole, impressed by the gravity of the economic and financial depression from which the whole world is suffering, approached the examination of the 1933 budget with the determination not to vote any expenditure which was not strictly essential.

Two circumstances further contributed towards strengthening this desire for economy.

In the first place, the Council, at the British Government's request, had, on May 21st, 1932, asked the Supervisory Commission to study the possibility of reducing the expenditure of the League. The Fourth Committee therefore had before it a report in which the Supervisory Commission put forward different suggestions with this end in view.

In the second place, the growing difficulty found by the League in collecting the sums due from the countries contributing to its expenses was both a symptom of serious difficulties and a cause of real embarrassment. This embarrassment would have been still more serious if important savings effected in the course of the year had not procured funds for the Treasury which it would not have obtained if the 1932 budget had been strictly carried out.

Furthermore, despite the eighteen plenary meetings which it held, the Fourth Committee was only able to touch lightly upon the examination of certain questions as important as that of the activities of the League.

For all these reasons and others, the watchword of the debates of which we are about to give an account was economy.

#### I. AUDITED ACCOUNTS FOR 1931.

The Fourth Committee, unanimously recommended that the Assembly adopt the accounts of the League for 1931 in the form submitted.

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<sup>1</sup> The present report inevitably suffers from the haste with which it has had to be prepared and, to gain an accurate idea of the currents of opinion and of the details of the discussion, reference should be made to the Minutes of the Committee and to the documents which were submitted to it.



## II. QUESTIONS REFERRED TO THE SUPERVISORY COMMISSION BY THE COUNCIL AT ITS MEETING ON MAY 21ST, 1932.

On September 29th, the Chairman of the Supervisory Commission opened the debate by recalling the circumstances in which the Council referred to the Commission for examination and report the proposals of the British Government to the effect that:

- (1) An examination be undertaken of the whole organisation of the League with a view to effecting economies; and
- (2) The scale of emoluments of the staff be reviewed.

He also recalled that, as regards the activities of the League of Nations, the Supervisory Commission had not considered itself to be competent; it had therefore confined itself to requesting the Secretary-General to prepare a report on this question. This report, while serving as a basis for its own enquiries regarding the efficiency of the Secretariat, was to supply a definite point of departure for the Assembly if the latter, as the Council wished, proceeded to an analysis of the consequences for the budget of the different tasks hitherto entrusted to the League of Nations. The Supervisory Commission's report [document A.5(a).1932.X] therefore related solely to the three following points:

1. Reforms calculated to increase the efficiency of the organisations;
2. Staff salaries;
3. Control of expenditure and limitation of budgets.

The discussion of the Supervisory Commission's report was continued throughout six meetings.

### 1. *Salaries of Officials.*

In the opinion of certain delegates, savings should be effected in staff expenses rather than in regard to the work of the League. They accordingly suggested that officials should not refuse to accept a reduction in their salaries. They considered those salaries excessive because, since they were fixed, the cost of living had fallen, the security of the officials had been increased by the establishment of the Pensions Fund and salaries in nearly all national administrations had been reduced. In the view of several delegates, the reductions in salary were to be of a purely temporary nature.

Other speakers, on the contrary, considered that the League's officials were placed in an altogether exceptional situation, which fully justified the salaries they received. Many speakers laid stress on the high cost of living at Geneva, and some suggested that reductions, if any, should not affect the salaries of the minor staff; moreover, the establishment of an adequate pensions system had been promised to officials from the outset. Others, again, considered that the League had need of the most highly qualified servants and should therefore grant them adequate salaries, and, in particular, that conditions should be such as to prevent them from seeking a career in the Government departments of their own country. Lastly, the disadvantages resulting for the officials and their families from expatriation, a factor the multiple effects of which could not be expressed in figures, were also pointed out.

The Chairman of the Supervisory Commission explained the reasons which had determined its attitude in the question of salaries. The previous history of the question, which is reproduced in the

Minutes, shows that the Supervisory Commission considered it its duty to resist any precipitate action by the Assembly and to regard the permanent interests of the League as its chief concern. In 1930, a system calculated to satisfy the aspirations of the staff was finally adopted. Last year, the Fourth Committee refused to interfere with this system. Times have changed since then, but the Supervisory Commission thought that it should be careful not to impair the feeling of security and stability which the two previous Assemblies had endeavoured to give to the body of League officials. It was chiefly for those reasons that the Commission proposed that the salaries of the present officials of the Secretariat should not be touched.

As the proposal that the Fourth Committee should *unanimously* address an appeal to the officials inviting them to accept a *voluntary* reduction in their salaries was not accepted,<sup>1</sup> the Committee reached the conclusion that it was important to decide the preliminary question whether the Assembly had or had not the right to modify unilaterally the contracts concluded with officials.

Two methods were contemplated: a consultation of jurists and an award of the Administrative Tribunal, which, in the last resort, might, in any case, be called upon to decide a question of this kind.

After a discussion during which the respective advantages of the two methods were put forward—rapidity and the fact that it was unnecessary to have recourse to a fictitious dispute in the case of the former procedure and the final nature of the decision in the case of the latter—the following resolution was adopted:

“The Committee decides to request the Chairman of the First Committee to invite a small number (from three to five) of jurists to give a legal opinion at the earliest possible moment as to the power of the Assembly of the League of Nations to reduce the salaries of the officials of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice.”

The report of the Committee of Jurists appointed by the Chairman of the First Committee will be reproduced in the records of the Committee. The conclusions of this report may be briefly summarised as follows:

“It is necessary to hold that the officials of the Secretariat, the International Labour Office and the Registry of the Court possess, in regard to the amount of their salaries, contractual rights” from which the Assembly is not entitled to “derogate in the exercise of its budgetary authority”. The jurists accordingly expressed the view that:

“ . . . . the Committee is of opinion that the Assembly has not the right to reduce the salaries of the officials of the Secretariat, the International Labour Office and the Registry of the Court, unless such a right has been expressly recognised in the contracts of appointment.”

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<sup>1</sup> This proposal, in a slightly different form, was reconsidered at a later meeting. A delegation submitted a draft resolution requesting the Secretary-General and the Director of the International Labour Office to enter into negotiations with the representatives of the officials of the Secretariat with a view to a voluntary reduction in the salaries of all officials. A delegate having explained that, although he agreed with the principle of an offer on the part of officials, he could not accept the procedure proposed and would therefore be obliged to vote against the draft resolution, the delegation in question withdrew its proposal.

The Fourth Committee having noted that, in the terms of the opinion given by the jurists, the Assembly was not entitled to modify unilaterally the contracts entered into with its present officials, decided, in principle, that the scales of salaries in future should be reduced.

After a full discussion on the question whether the remuneration of members of the lower categories should or should not also be reduced in the same proportion, the Committee adopted the following resolution:

"The Assembly decides that, for a period of two years from October 15th, 1932:

- "(1) All future contracts, whether contracts for the retention of the services of officials of the Secretariat, the International Labour Office or the Registry of the Permanent Court of International Justice whose appointments expire or contracts with new officials, shall be made on the basis of a 10 per cent. reduction of the existing salary scales of the categories of officials in question (such reduction applying also to the increments) and shall provide that the Assembly shall be entitled unilaterally to change the salaries fixed thereby;
- "(2) Members of the staff of these organisations, on promotion to a higher grade, shall be placed upon rates or scales of salary lower by 10 per cent. than those now payable to the grades in question, except that the initial salary payable after such promotion shall not be less than the salary received prior to promotion;
- "(3) It is understood that the above provisions will apply neither to temporary staff engaged on short-term contracts and serving on rates of pay already reduced, nor to officials who receive a salary equal to, or less than, 6,500 francs per annum."

It was understood that, for reasons of equity, the 10 per cent. reduction referred to above would not apply, except in the case of promotions, to officials who entered the service of the League before September 15th, 1931.

Following a discussion on the effect of this provision, the Committee took note of a declaration to the effect that the Secretary-General and the Director of the International Labour Office undertake to effect a reduction of 150,000 francs on the whole salary budget of the Secretariat and International Labour Office, excluding the economies resulting from the reduction of the salaries of the principal officers and of the Directors.

## *2. Reforms calculated to increase the Efficiency of the Organisations.*

Almost all the delegations expressed themselves in favour of the rationalisation of the Secretariat services and a concentration of its activities. Certain speakers raised the question whether the various forms of work deemed to be necessary at the outset were now essential and whether they should not be resolutely restricted. The discussion on this question, however, showed that it would be difficult to reach agreement as to the precise activities which should be postponed to a less difficult period.

In connection with the discussion on the rationalisation and concentration of the services, draft resolutions were submitted by a number of different delegations. These proposals were amalgamated into a single proposal by a Drafting Committee and adopted by the Fourth Committee in the following form:

- "The Assembly, on the basis, among others, of the proposals submitted to it by the Supervisory Commission, requests the latter to proceed to a detailed study of the possibilities of effecting economies in the expenditure of the League of Nations by means of a technical concentration of its activities and by any other means of reorganisation and rationalisation in the services of the Secretariat and of the International Labour Office, on condition, however, that these measures should in no way hamper the essential functions of the League.
- "The Assembly requests the Governing Body of the International Labour Office, which has already undertaken studies and adopted measures in this direction, to lend its assistance with a view to this study as regards the International Labour Office and its co-operation with the Secretariat.
- "For the purposes of this examination, the Supervisory Commission may enlist the assistance of special experts.
- "The Supervisory Commission is requested to submit to the next ordinary session of the Assembly a report on the results of this examination.
- "It is understood that posts which, as a result of this examination, may be regarded as superfluous may be abolished by the Secretary-General even before the said session.
- "Nevertheless, in the case of larger readjustments, the Secretary-General should first submit the question to the Council for approval.
- "The Assembly requests the Secretary-General to examine, in each case in which an existing contract comes to an end or a post becomes vacant for any other reason, whether it is possible to postpone the appointment of new officials in order to permit of a detailed examination of the necessity to the League's activities of the duties in question."

It was made quite clear that the foregoing provisions were not to have the effect of preventing the admission to the Secretariat and the International Labour Office of nationals of States which have no officials of their nationality in these offices. The Secretary-General and the Director of the International Labour Office gave the Committee an assurance that, when posts had to be filled, they would give particular consideration to the requests of countries which have recently been admitted to the League or whose nationals are not yet included among its officials, on the understanding of course that, in view of the undertakings given to the Supervisory Commission, such appointments can only be temporary in the first place. The most express reservations were made by a delegate as to the character of these appointments.

The Fourth Committee having noted that, in the terms of the opinion given by the jurists, the Assembly was not entitled to modify unilaterally the contracts entered into with its present officials, decided, in principle, that the scales of salaries in future should be reduced.

After a full discussion on the question whether the remuneration of members of the lower categories should or should not also be reduced in the same proportion, the Committee adopted the following resolution:

"The Assembly decides that, for a period of two years from October 15th, 1932:

- "(1) All future contracts, whether contracts for the retention of the services of officials of the Secretariat, the International Labour Office or the Registry of the Permanent Court of International Justice whose appointments expire or contracts with new officials, shall be made on the basis of a 10 per cent. reduction of the existing salary scales of the categories of officials in question (such reduction applying also to the increments) and shall provide that the Assembly shall be entitled unilaterally to change the salaries fixed thereby;
- "(2) Members of the staff of these organisations, on promotion to a higher grade, shall be placed upon rates or scales of salary lower by 10 per cent. than those now payable to the grades in question, except that the initial salary payable after such promotion shall not be less than the salary received prior to promotion;
- "(3) It is understood that the above provisions will apply neither to temporary staff engaged on short-term contracts and serving on rates of pay already reduced, nor to officials who receive a salary equal to, or less than, 6,500 francs per annum."

It was understood that, for reasons of equity, the 10 per cent. reduction referred to above would not apply, except in the case of promotions, to officials who entered the service of the League before September 15th, 1931.

Following a discussion on the effect of this provision, the Committee took note of a declaration to the effect that the Secretary-General and the Director of the International Labour Office undertake to effect a reduction of 150,000 francs on the whole salary budget of the Secretariat and International Labour Office, excluding the economies resulting from the reduction of the salaries of the principal officers and of the Directors.

## *2. Reforms calculated to increase the Efficiency of the Organisations.*

Almost all the delegations expressed themselves in favour of the rationalisation of the Secretariat services and a concentration of its activities. Certain speakers raised the question whether the various forms of work deemed to be necessary at the outset were now essential and whether they should not be resolutely restricted. The discussion on this question, however, showed that it would be difficult to reach agreement as to the precise activities which should be postponed to a less difficult period.

In connection with the discussion on the rationalisation and concentration of the services, draft resolutions were submitted by a number of different delegations. These proposals were amalgamated into a single proposal by a Drafting Committee and adopted by the Fourth Committee in the following form:

"The Assembly, on the basis, among others, of the proposals submitted to it by the Supervisory Commission, requests the latter to proceed to a detailed study of the possibilities of effecting economies in the expenditure of the League of Nations by means of a technical concentration of its activities and by any other means of reorganisation and rationalisation in the services of the Secretariat and of the International Labour Office, on condition, however, that these measures should in no way hamper the essential functions of the League.

"The Assembly requests the Governing Body of the International Labour Office, which has already undertaken studies and adopted measures in this direction, to lend its assistance with a view to this study as regards the International Labour Office and its co-operation with the Secretariat.

"For the purposes of this examination, the Supervisory Commission may enlist the assistance of special experts.

"The Supervisory Commission is requested to submit to the next ordinary session of the Assembly a report on the results of this examination.

"It is understood that posts which, as a result of this examination, may be regarded as superfluous may be abolished by the Secretary-General even before the said session.

"Nevertheless, in the case of larger readjustments, the Secretary-General should first submit the question to the Council for approval.

"The Assembly requests the Secretary-General to examine, in each case in which an existing contract comes to an end or a post becomes vacant for any other reason, whether it is possible to postpone the appointment of new officials in order to permit of a detailed examination of the necessity to the League's activities of the duties in question."

It was made quite clear that the foregoing provisions were not to have the effect of preventing the admission to the Secretariat and the International Labour Office of nationals of States which have no officials of their nationality in these offices. The Secretary-General and the Director of the International Labour Office gave the Committee an assurance that, when posts had to be filled, they would give particular consideration to the requests of countries which have recently been admitted to the League or whose nationals are not yet included among its officials, on the understanding of course that, in view of the undertakings given to the Supervisory Commission, such appointments can only be temporary in the first place. The most express reservations were made by a delegate as to the character of these appointments.

### 3. *Supervision of Expenditure and Limitation of Budgets.*

The Fourth Committee associated itself with the observations and proposals contained in Chapter III of the Supervisory Commission's report.

Apart from certain details relating to the future reduction of salary scales, the Fourth Committee accepted the proposals made by the Supervisory Commission in the special report which it submitted to the Assembly in pursuance of the decision reached by the Council on May 21st, 1932.

### III. FINANCIAL SITUATION OF THE LEAGUE.

The Secretary-General stated that, down to September 19th, the proportion of contributions received for the current year was 58.83 per cent. or 64.14 per cent. if the arrears of contributions received to that date were added, this being 8 per cent. less than on the same date last year. As the Secretariat disbursements to that date amounted to only 47.5 per cent. of the budget, there was a cash balance of 3,750,000 francs. The extent of the economies effected was attributable to the fact that the estimates for the Disarmament Conference had been made on the assumption that a number of commissions would be sitting simultaneously, which would considerably increase the expense. By pursuing the policy of economy that had been inaugurated, the Secretary-General hoped to make further savings. He anticipated that, at the end of the year, there would be a theoretical budget surplus of 4½ millions but no cash surplus unless a far greater number of contributions were paid in full.

One delegate, his Government's permanent representative at Geneva, confirmed the Secretary-General's statement regarding the efforts made by the administration to effect economies. Everything combined to show that the administration had been retrenching and that large savings had been made, notwithstanding the difficulties involved in slowing down such a vast machine as the League Secretariat and the International Labour Office.

Although certain delegates expressed the opinion that the contributions of States were small indeed as compared with their national expenditure, the Committee was of opinion that, whatever might be the economic situation of the States contributing to the League, it was essential that very strict supervision should be exercised over the organs of the League, and that, in the League's interests much more than in those of its Members, it should make every possible saving, however small.

### IV. BUDGET FOR 1933.

#### A. *Secretariat and Special Organisations of the League.*

As the delegations had had an opportunity to express their views and formulate their suggestions regarding the expenditure of the League (see Chapter II above), the examination of the Secretariat budget was not preceded by a further general discussion. The changes made by the Committee in the budget are shown in the Appendix. Accordingly, only those which raise questions of principle will be mentioned here.

Several delegates called the Supervisory Commission's attention to the necessity, when studying the rationalisation and concentration of the services of the League, of examining the organisation of the Information Section with particular care, so that the budget of that Section might be reduced in 1934.

Certain delegates proposed that the branch offices established by the Information Section in various capitals, or at all events those in States in Europe, should be abolished.

The Chairman of the Supervisory Commission pointed out that the Commission had informed the Assembly, before the enquiry into the rationalisation of the Geneva services had been suggested, that it proposed to make an investigation during the coming winter into the organisation, numbers and salaries of the officials employed in the branch offices. He added that, in view of the desire expressed by the Fourth Committee, the enquiry would be extended to cover the actual usefulness of those offices, which did not, however, seem to be ephemeral creations devoid of any permanent value.

When examining the organisation of the Information Section, the Commission would take into account the numerous suggestions made during the discussion and recorded in the Minutes.

It was decided that the Supervisory Commission's enquiry should cover the question of the centralisation of League statistics and that of publications. In this connection, one delegate observed that it would be desirable for the records of conferences to be printed more quickly.

The Secretary-General undertook to place next year at the disposal of any members of the Fourth Committee who might want to consult it a list giving particulars of all official journeys made by officials, classified according to Sections.

The Committee was informed that the expenses of the Fiscal Committee and its sub-committees could be met in 1933 by a subsidy from an external source. The budget of the Financial Section and Economic Intelligence Service was accordingly reduced from 1,038,876 francs to 1,003,876 francs.

The Chairman of the Supervisory Commission stated that the budget of the Mandates Section for 1933 included credits sufficient again to enable the Permanent Mandates Commission to meet twice during the year.

In reply to a question, the Chairman of the Supervisory Commission explained that, yielding to the Commission's urgent request, the Secretary-General had agreed to a reduction from 156,000 to 90,000 francs under the head of meetings of the Communications and Transit Organisation, on the understanding that the competent committee should allocate that appropriation among those committees whose meetings were most urgent. This decision explains the absence of details regarding the work of the Organisation in 1933.

Certain delegates expressed the opinion that the Communications and Transit Organisation was perhaps one of those in connection with which curtailment of the activities of the League would be possible.

The budget of the International Health Organisation was the subject of thorough discussion, in the course of which it was pointed out that it would be desirable for a suitable programme of concentration of the work of the Organisation to be submitted by the Supervisory Commission. A delegate, supported by another, even proposed immediately to reduce the budget by 200,000 francs.



The Secretary-General pointed out that the activities of the Health Section were based on a special article of the Covenant and that the work it had undertaken was of great importance, particularly in the case of certain oversea countries which derived no direct benefit from the political activities of the League. He agreed to a reduction of 73,369 francs in view of the fact that it was decided some years ago to stabilise the Health Section's budget in the neighbourhood of one million francs.

The Fourth Committee approved the proposal made by the Supervisory Commission to include in the budget a round sum of 25,000 francs for the expenses resulting from the coming into force of the Convention for the Limitation of the Manufacture and the Regulation of the Distribution of Narcotic Drugs.

It was understood that the Secretary-General would allocate this sum, according to requirements, between the Permanent Central Opium Board and the supervisory body for the setting up of which provision is made in the Convention. If it became necessary to reinforce the personnel at the disposal of the permanent Committee, the new officials should be engaged only on a temporary basis or transferred from other Sections of the Secretariat, until the next Assembly was able, in the light of the experience which had been gained, to take a final decision.

The Committee was informed that the installation of the wireless station was now complete and that very satisfactory communication had been established with a number of oversea countries. The erection of the wireless station was due to purely political considerations; but, now that it is in operation, it is desirable that delegations should make use of its services as much as possible, in order to ensure that the receipts cover the expenditure. It was understood that the question would be re-examined next year in the light of the results of the first financial year.

### *B. International Labour Organisation.*

Before beginning the consideration of the budget, the Chairman made a reference to the eminent services to the International Labour Organisation of Albert Thomas, whose life had undoubtedly been shortened by the energy with which he had laboured at his task.

A number of delegates associated themselves with the Chairman's tribute and expressed regret at the premature disappearance of this great servant of the League.

The new Director of the International Labour Office stated that the 1933 budget was 159,000 francs lower than that for the current year. The reduction had been achieved by refraining from creating any new posts, by postponing the Maritime Conference, and by reducing expenditure as much as possible, particularly by continuing the reform of the establishment of the Office ordered by the Governing Body. Certain posts which became vacant had been de-graded.

In regard to the appropriations in aid, it is hoped that the Brazilian Government's contribution will shortly be paid. Its reduction by 50 per cent. is only a temporary measure and it has not yet been decided whether the balance shall be written off or treated as arrears.

It was understood that the enquiry into rationalisation would cover the question of the possibility of closer collaboration than had hitherto been practised between the Secretariat and the International Labour Office in the matter of exchanges of staff, libraries, etc. It would seem that no complete amalgamation of the two libraries is possible owing to the distance between the two institutions.

It was also decided that the enquiry of the Supervisory Commission into the question of the branch offices of the League should also extend to the correspondent's offices of the International Labour Organisation.

The credits proposed for the library were reduced by 10,000 francs.

As regards the contribution of the International Labour Office to the Institute of Scientific Management, it was decided to ask the Governing Body of the International Labour Office not to renew the contract on its expiry before the competent authorities of the League had had the opportunity to look into the question.

### *C. Permanent Court of International Justice.*

The Registrar explained the reasons for which two alternative budgets were submitted to the Assembly this year: the organisation of the Court was still based on the Statute as adopted in 1920, subject to the modification introduced as a result of the resolutions adopted by the Assembly in September 1930: on the other hand, it was not impossible that the amendments to the Statute adopted in 1929 would take effect in 1933. Having regard to this situation, the Registrar asked the Assembly to approve the budget as drawn up on the basis of the present situation, but at the same time to authorise him, as an exceptional measure, to make transfers from one chapter to another in the budget thus adopted, provided the limits of the budget drawn up in the event of the coming into force of the revised Statute were not exceeded. The Registrar added that this procedure would be possible owing to the fact that the total amounts of the two budgets were the same.

The Fourth Committee, having regard also to the fact that the adoption of this procedure was recommended by the Supervisory Commission in its report on its forty-sixth session, was of opinion that it should be adopted. If, therefore, the Assembly approved the present report, this will imply that the Registrar is authorised, should the occasion arise, exceptionally to make transfers from chapter to chapter of the budget as adopted, subject to the conditions set out above.

With regard to Item 4(d) of the Court's budget, the Fourth Committee noted the report of the Secretary-General contained in document A.40-1932-X and the documents annexed to this report, more particularly the draft agreement between the Secretary-General and the Carnegie Foundation at The Hague concerning the conditions in which an enlargement of the premises now at the disposal of the Court in the Peace Palace at The Hague should be effected. It decided that the adoption by the Assembly of the item in question should be considered as implying the approval of the arrangement in question, so that, if the Assembly approves the present report, the Secretary-General will be authorised to sign the arrangement on behalf of the League of Nations.

Subject to the above and to a reduction amounting to 550 florins resulting from the adoption by the Assembly of the resolution (see Chapter II, r above) concerning the reduction of salaries, the Committee decided to recommend to the Assembly the approval of the Court's estimate for 1933, as submitted by the Registrar.

The Fourth Committee, finally, decided to approve that part *inter alia*, of the Supervisory Commission's report on its forty-sixth session which deals with the question of the judges' pensions; it accordingly recommends that the Registrar should be authorised, in the case of the decease of a judge, to pay to the widow, and/or children under 18 years of age, a sum equivalent to the deceased judge's salary for three months.

The Committee noted that this recommendation entails no increase in the Court's budget.

#### D. Pensions.

The Committee examined the report of the Administrative Board of the Staff Pensions Fund. From the explanations given by the Chairman of the Board, it appeared that the estimate of the cost of the Fund prepared by Professor Cantelli two years previously on its foundation coincided very closely with the actuarial valuation completed by the Fund's consulting actuary during the course of the year.

The number of members of the Provident Fund who had elected to transfer to the Pensions Fund was, on December 31st, 1931, 893, and the number of officials remaining in the Provident Fund 77. In conformity with the Regulations, therefore, the assets of the Provident Fund in respect of the officials now transferred to the Pensions Fund will have to be paid over to the Pensions Fund. These assets, however, which are invested in Government stocks, show a depreciation on their purchase price, and the Board accordingly recommended that the deficit thus created should be added to the initial deficit and that the period of thirty years during which that deficit is to be amortised should, if necessary, be prolonged.

In connection with this proposal, a number of delegates made suggestions involving either the postponement in 1933 of the payment by the League of its contribution towards the amortisable deficit, or the placing at the disposal of the League, in the form of a loan, of the liquid balances of the Fund, or a reduction in the League's contribution of 9 per cent. of the pensionable emoluments as proposed by the Board. The object in each case was to assist the Treasury to meet the very critical situation anticipated in 1933. After a full discussion, and in agreement with the movers of these resolutions, the Committee came to the conclusion that, despite the present financial difficulties, the postponement in 1933 of the payment involved by the obligations assumed by the League in respect of the Pensions Fund would be neither justifiable nor financially desirable. An immediate postponement of such payment would, indeed, involve a heavier cost on the League's budget in future years.

The Committee also considered the effect on their pension benefits of the reduction by 10 per cent. in the pensionable emoluments of certain officials. It recommends that no final action should be taken for the moment by the Assembly, but that any difficulty which might arise should be reported by the Administrative Board to the Assembly at its next session.

A delegation made a proposal that the officials of the League whose pensionable emoluments were paid in currencies depreciated by reference to the Swiss franc and who pay their contributions in that same currency, should receive their benefits in the same currency. This suggestion was made in opposition to the proposal of the Board that the difference due to the depreciation should be paid to the Fund out of the budget of the League.

After a discussion, the matter was referred to the Supervisory Commission for examination and report, and the credit inserted in the supplementary budget to give effect to the Administrative Board's proposal was deleted. The budget, as originally communicated to the Members of the League, was therefore reduced by 11,624 francs, being the difference between the annual payment on account of amortisation as originally included in the budget and as recommended by the actuary.

The Committee also took note of the observations of the Administrative Board regarding the request received from the International Institute for Intellectual Co-operation, and the Nansen International Office for Refugees, for the affiliation of their officials to the Staff Pensions Fund. It will be remembered that the Board was instructed to study this question by the Assembly at its twelfth session. The Board, after examining the matter, has reached a negative conclusion, which was endorsed by the Fourth Committee. The Fourth Committee therefore recommends the adoption of the following resolution:

"The Assembly:

"Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1932;

"Sanctions the admission, in accordance with the recommendation of the Board, of eight officials of the Secretariat whose applications for membership were received after December 31st, 1931;

"Adopts the report on the valuation of the Fund as submitted by the Fund's consulting actuary;

"And decides:

"That the assets of the Provident Fund shall be transferred to the Pensions Fund subject to leaving with the Provident Fund a sum in cash equal to the balances of the accounts of its members and an appropriate share of the Death and Invalidity Fund;

"That any shortage due to the depreciation of the assets taken over from the Provident Fund shall be amortised, if necessary, after the period of thirty years fixed by Article 7(5) of the Regulations.

"That the contribution of the League to the Pensions Fund for 1933 shall be 9 per cent. of the pensionable emoluments of the members of the Fund;

"That its contribution in respect of arrears due for service prior to January 1st, 1931, shall be at the same rate of contribution as was fixed for 1931;

"That no credit shall be inserted in the budget for 1933 to supplement the contributions paid by officials of branch offices in depreciated currencies;

"And that the League's contribution to the amortisation, in accordance with Article 7(5) of the Regulations, of the deficit in the Pensions Fund due to the application of the Regulations to officials already in the service on January 1st, 1931, shall be 400,000 Swiss francs for 1933."

The other parts of the budget (Contribution to the Nansen International Office for Refugees, Buildings at Geneva and Working Capital Fund) were adopted without modification. When the budget of the Nansen Office was under consideration, the Chairman of its Governing Body, replying to an observation made by a delegate, recalled that the object of the Office was purely humanitarian and that it would not tolerate that its funds should be applied to purposes of a political nature.

To sum up, the 1933 budget is drawn up as follows:

	Gold francs.
1. Secretariat and Special Organisations of the League.	17,322,459
2. International Labour Organisation ..	8,851,972
3. Permanent Court of International Justice.	2,660,196
4. Nansen International Office for Refugees.	297,763
5. Buildings at Geneva .. ..	2,034,659
6 Pensions .. ..	1,829,906
7. Advances Account .. ..	432,177
Total ..	<hr/> 33,429,132

#### V. REPORTS OF THE SUPERVISORY COMMISSION.

The Fourth Committee approved all the proposals in the various reports of the Supervisory Commission, with the exception of one relating to a proposal of the Administrative Board of the Pensions Fund and the Supervisory Commission concerning the currency in which the contributions of officials of branch offices situated in countries with depreciated currencies should be paid: the Fourth Committee preferred that the question should be reconsidered in the light of the observations of a certain delegation.

As a result of the adoption of the Supervisory Commission's report on the work of its forty-sixth session, the annuity payable on account of the building operations of the League will remain, in its entirety, in the hands of the League, and until further notice no repayments will be made to the States entitled thereto.

#### VI. NEW BUILDINGS OF THE LEAGUE.

The Committee took note of the report on this subject submitted to the Council by the Supervisory Commission in conformity with a decision of the Twelfth Assembly.

The total credit for the construction of the new buildings is thus raised to 25,577,150 francs.

In connection with the vote on this credit, the Secretary-General referred to certain rumours which had been given publicity in the Press, and stated categorically that, in awarding contracts, the price and quality of the materials were the only considerations.

## VII. MISCELLANEOUS QUESTIONS.

(a) The view has been expressed that the discussions of the budget could be appreciably curtailed if, in future, the Governments were to inform the Secretary-General of the points which they desired to have elucidated before the opening of the Assembly, or even at the outset of the proceedings of the Fourth Committee—it being understood that the Secretary-General would also reply in writing to such questions. The Committee came to no decision with regard to this proposal, and brings it to the attention of the delegations and the Supervisory Commission with a view to its possible consideration at some future date.

The Supervisory Commission was also asked to consider, in conjunction with the competent officials, the desirability of altering the procedure followed by the Fourth Committee in discussing the questions on its agenda.

(b) On the proposal of the Secretary-General, the question of the emoluments of Chiefs of Section, assimilated officials, and counsellors, and that of septennial leave for members of the First Division, were again adjourned.

(c) As regards the number of units to be assigned to Turkey and Iraq, which have been admitted to membership of the League during the present year, the Fourth Committee was informed that the Committee on the Allocation of Expenses had already considered the position and had recommended that the number of units be fixed at ten for the first country and three for the second. It was decided, however, that, with regard to Turkey, this decision would only apply to 1933 and that the question would be re-examined next year.

(d) A delegate made the following suggestion, which he said might be considered by the Committee on the Allocation of Expenses when it was drawing up the new draft scale:

“The Assembly requests the Committee on the Allocation of Expenses to initiate a study of new bases for the allocation of the League’s expenditure, in order that they may be examined at the fourteenth session of the Assembly. These bases would be established by taking as chief criterion the items of the national budgets referring more directly to international relations, and, in particular, the budgets for foreign affairs, national defence services and the political and commercial propaganda services of the States.”

Another delegate also considered that the criteria at present followed in establishing the quotas of States were not entirely fair, and proposed that, in future, special account should be taken of the naval and military expenditure of the States.

The Chairman of the Committee on the Allocation of Expenses undertook to bring these two suggestions to the notice of the Committee, but he pointed out that, in any case, the scale in force was applicable to the financial years 1933 and 1934, so that the question could be dealt with by the Committee only in connection with the report to be submitted to the 1934 Assembly.

(e) One delegate proposed that, in order to achieve an immediate and substantial reduction of the contributions which certain countries consider excessive at the present moment, the activities of the League should be assigned to two different budgets: budget A, which would include all those of interest to the whole League and budget B, covering such activities as directly concerned a small number of countries

only. All States would contribute to budget A, while, provisionally, only States desiring to do so would contribute to budget B. This proposal however, was opposed on the ground that it could not be carried out in practice and was contrary to the League's ideal of universality.

#### VIII. ROTATION IN MEMBERSHIP OF THE SUPERVISORY COMMISSION.

The Fourth Committee, after a secret ballot, proposes to the Assembly the election of the following members for the period ending December 31st, 1935:

*Regular member:* His Excellency M. C. PARRA-PÉREZ.

*Substitute members:* 1. M. G. DE OTTLIK.

2. His Excellency M. Jean DE

MODZELEWSKI.

#### IX. RESOLUTIONS.

Finally, the Fourth Committee has the honour to propose to the Assembly the adoption of the following draft resolutions:

"1. The Assembly, in virtue of Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the thirteenth financial period, ending on December 31st, 1931.

"2. The Assembly,

"In virtue of Article 17 of the Regulations for the Financial Administration of the League of Nations:

"Passes for the financial period 1933 the budget of the League of Nations to the total sum of 33,429,132 francs;

"And decides that the aforesaid budget shall be published in the *Official Journal*.

"3. The Assembly, in conformity with the recommendation of the Committee on the Allocation of Expenses, fixes at ten the number of units assigned to Turkey in 1933, and at three that assigned to Iraq, in the scale for the allocation of the League's expenditure.

"4. The Assembly adopts the conclusions of the various reports of the Supervisory Commission, submitted for its consideration, except in regard to the question referred to in Chapter V of the present report.

"5. The Assembly appoints to the Supervisory Commission for the period ending on December 31st, 1935: as regular member, His Excellency M. C. PARRA-PÉREZ: and as substitute members, M. G. DE OTTLIK and His Excellency M. Jean DE MODZELEWSKI.

"6. The Assembly adopts the present report of the Fourth Committee."

## Appendix.

## MODIFICATIONS MADE IN THE BUDGET BY THE FOURTH COMMITTEE.

Add. Subtract.  
Gold francs.

## I.—Secretariat and Special Organisations—

## (a) Modifications which originated in the Committee :

## Items.

3b	Unforeseen expenditure of a financial character		50,000
10a	Rent of the Building constructed for the Disarmament Conference	10,000	
17b	Expenses of the Commission of Control	10,000	
17d	Enquiry on rationalisation	45,000	
19A.	Financial Section and Economic Intelligence Service—Fiscal Committee		35,000
19C.	World Economic and Monetary Conference	435,900	
22	International Health Organisations		73,369
23	Supervision of opium traffic: expenses resulting from the coming into force of the Convention for the Limitation of the Manufacture and the Regulation of the Distribution of Narcotics	25,000	
31a	Liaison with Latin America		15,120
	Miscellaneous items relating to salaries		130,000 <sup>1</sup>

## (b) Recommendations of the Sub-Committee on the Principal Officers :

4(a)I. Sub-heads 1 to 10 shown on page 9 of the Budget are replaced by a lump sum of 719,603 francs, which represents a saving of

9	Entertainment Allowance		39,567
			8,475

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525,900      351,531

Budget as submitted to the Assembly  
Increases approved by the Fourth Committee

17,148,090

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174,369

Budget as adopted by the Fourth Committee

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17,322,459

## II.—International Labour Organisation—

## (a) Modifications which originated in the Committee :

3.	Salaries		20,000
11.	Supervision of revenue and expenditure	5,000	
18.	Library		10,000

## (b) Recommendations of the Sub-Committee on Principal Officers :

3.	Salaries of the Director and the Deputy-Director		30,000
5.	Entertainment Allowance		7,500

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5,000      67,500

Original Budget  
Budget as adopted by the Fourth Committee

8,914,472

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8,851,972

<sup>1</sup> This sum together with the 20,000 francs shown under "International Labour Organisation" represents the reduction of 150,000 francs to which reference is made on page 103 of this report.



	Add. Subtract. Gold francs.
III.— <i>Permanent Court of International Justice</i> —	
Salaries of Registry . . . . .	1,100
Original Budget . . . . .	2,661,296
Budget as adopted by the Fourth Committee . . . . .	2,660,196
IV.— <i>Nansen International Office for Refugees</i> —	
No modification . . . . .	297,763
V.— <i>Buildings at Geneva</i> —	
No modification . . . . .	2,034,659
VI.— <i>Pensions</i> —	
Reduction as approved by the Fourth Committee . . . . .	9,160
Budget as submitted to the Assembly . . . . .	1,839,066
Budget as adopted by the Fourth Committee . . . . .	1,829,906
VII.— <i>Working Capital Fund</i> —	
No modification . . . . .	432,177
Budget as adopted by the Fourth Committee . . . . .	33,429,132

## 2. The Principal Officers and Cognate Questions.

The Fourth Committee proposes the adoption of the following draft resolutions:

### "I. DECLARATION OF LOYALTY.

"The Assembly;

"Decides that the Secretary-General and all officials of the rank of Director or above shall in future make the following declaration before the Council in public session:

"I solemnly undertake to exercise in all loyalty, discretion and conscience the functions that have been entrusted to me as (Secretary-General) of the League of Nations, to discharge my functions and to regulate my conduct with the interests of the League alone in view and not to seek or receive instructions from any Government or other authority external,

'For the Secretary-General: to the League of Nations.

'For the Other Officials: to the Secretariat of the League of Nations.'

"That officials of Division I below the rank of Director shall make and sign a similar declaration before the Appointments Committee, and officials of Divisions II and III before the Sub-Appointments Committee;

"That the above shall not however apply to officials engaged for a temporary period of less than one year.

"It requests the Governing Body of the International Labour Office to lay down that the Director, Deputy Director and Chiefs of Division of the International Labour Office shall, at a public meeting, make a similar declaration before it and that for officials of lower rank the procedure laid down for the Secretariat shall *mutatis mutandis* apply to the International Labour Office."

## "II. PRINCIPAL OFFICERS.

### "I.—The Assembly;

"Once more affirms the principle that the holders of the highest posts of the Secretariat up to that of Secretary-General should, like all the officials of the League of Nations, be chosen for their abilities, their personal qualifications and the contribution they can make to the performance of the tasks of the League of Nations.

"To facilitate the application of this principle and in order to give the Members which are not permanently represented on the Council a larger share in the responsibilities devolving on the principal officers of the Secretariat, it decides that there shall be two posts of Deputy Secretary-General. This would make it possible to assign one of these posts to a national of a Member not permanently represented on the Council in the event of the Secretary-General having been chosen from among the nationals of Members permanently represented on the Council.

"In view of the principle of universality of the League of Nations, it would be advisable, when the posts of principal officers in the Secretariat are being filled, to take also into account the chief geographic divisions in conformity with the principles adopted for the composition of other leading bodies of the League of Nations.

### "II.—(a) There shall be three Under-Secretaries-General.

"(b) It is undesirable that the title of Legal Adviser be altered, in view of the non-political character of the post. The rank of the Legal Adviser shall, however, be the same as that of an Under-Secretary-General, and he shall be included in the category of the highest officials of the Secretariat.

"III.—The decision obtained on clause I was greatly facilitated by agreement that the offices of the Secretary-General and the Deputy Secretaries-General should not include more than one member of Section who is a national of the same Member of the League as the holders of these posts.

"IV.—The Secretary-General shall be appointed for ten, the Deputy Secretaries-General for eight and the Under-Secretaries-General for seven years. The appointment of the Secretary-General may be renewed for three years, those of the Deputy Secretaries-General for five years and those of the Under-Secretaries-General for a further single period of seven years.

"V.—A further point of agreement was that, in order to give effect to the previous wishes of the Assembly that a more equitable distribution of nationalities be effected, not more than two nationals of any one Member of the League should be included among the high officials of the Secretariat (Secretary-General, Deputy Secretaries-General, Legal Adviser and Under-Secretaries-General, and Directors), and that the principle should be carried into effect at the earliest possible moment, existing contracts remaining unaffected."

### "III.—PRIVATE SECRETARIATS OF THE SECRETARY-GENERAL, THE DEPUTY SECRETARIES-GENERAL AND THE UNDER-SECRETARIES-GENERAL.

#### "The Assembly;

"Decides that only the Secretary-General and the Deputy Secretaries-General shall henceforth have a private secretariat, which shall not include more than two members of Section.

Part of the agreement referred to in the preceding paragraphs was that the Under-Secretaries-General should each be entitled to have among the members of the Section which they direct one collaborator of their own nationality ranking as member of Section."

"IV.—SALARIES AND ENTERTAINMENT ALLOWANCES OF THE SECRETARY-GENERAL, THE DEPUTY SECRETARIES-GENERAL AND THE UNDER-SECRETARIES-GENERAL.

"The Assembly;

"Decides that the scale of salaries and of entertainment allowances of the principal officers shall be as follows:

	SALARIES.	ENTERTAINMENT ALLOWANCE.
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Swiss francs.

" Secretary-General . . . . .	90,000	50,000
" Deputy Secretaries-General . . . . .	60,000	25,000
" Under-Secretaries-General . . . . .	60,000	10,000

"All future contracts shall be drawn up in Swiss francs."

"V.—SALARIES OF THE DIRECTOR AND DEPUTY DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE.

"A. Whereas there is a close relation between the high officials of the League and it is the Assembly's duty to review the salaries of the Director and Deputy Director of the International Labour Organisation:

"Whereas, on the other hand, while the Assembly is finally competent to settle all budgetary questions, the Governing Body of the International Labour Office should be given the possibility of pronouncing upon the question,

"The Assembly;

"Decides to enter in the 1933 Budget a lump sum of 105,000 francs, to cover both the salary and the entertainment allowance for that year of the Director of the International Labour Office.

"B. Whereas the Governing Body of the International Labour Office had not yet taken a decision as to whether the vacant post of Deputy Director is to be maintained or abolished,

"The Assembly;

"Is of opinion that, should it be decided to fill the post, the principle should prevail as before that the Deputy Director of the International Labour Office should be on the same scale of salary as applies to the Under-Secretaries-General and that the Deputy Director's salary should be 60,000 Swiss francs and his entertainment allowance 10,000 Swiss francs;

"And decides to enter in the Budget a lump sum of 70,000 Swiss francs."

"VI.—DIRECTORS' SALARIES.

"The Assembly;

"Decides that the salaries of the present Directors of the Secretariat shall not be modified;

"That, nevertheless, the general 10 per cent. cut which is to be applied during a period of two years to new appointments of League officials shall apply also to Directors appointed during the same period;

"Whereas, moreover, for reasons of equity, the rule should not affect officials who were already in the service of the League on September 15th, 1931;

"Decides that it will not apply to Directors at present in the service whose contracts may be renewed during that period."

"VII.—GENERAL ENTERTAINMENT FUND.

"A. Whereas the principle of a reduction which applies to the entertainment allowances of the Principal Officers of the Secretariat, should also apply to the general entertainment fund,

"The Assembly;

"Decides to reduce the figure included in the 1933 Budget for the purpose from 36,620 to 30,000 francs.

"B. The Assembly;

"Considers that a similar reduction should be made in the general entertainment fund of the International Labour Office and decides that the figure 30,000 included in the 1933 Budget for the purpose should be reduced to 25,000 francs.

"C. Requests the Supervisory Commission to re-examine the rules governing the apportionment of the general entertainment funds."

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The Minutes of the meetings of the Sub-Committee on the Principal Officers will be kept in the archives of the Secretariat and are at the disposal of any Member of the League who wishes to consult them.

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3. *Contributions in Arrears.*

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The Fourth Committee instructed a Sub-Committee to consider the question of unpaid contributions for the financial years of the League previous to December 31st, 1931.

The Sub-Committee was composed as follows:

His Excellency M. MAX HOFFINGER (Austria);

M. R. RAPHAËL (Greece);

Sir P. D. PATTANĪ (India);

M. Vincenzo CASALINI (Italy);

Mme. C. A. KLUYVER (Netherlands);

M. N. R. WOHLIN (Sweden);

His Excellency M. Cesar ZUMETA (Venezuela).

M. Raphaël was elected Chairman and Rapporteur of the Sub-Committee.

The Sub-Committee presented a confidential report to the Committee.

After discussing this report at a private meeting, the Fourth Committee unanimously agreed to propose to the Assembly the adoption of the following draft resolution:

"The Assembly;

"Notes with regret and grave concern that a number of States have not fulfilled their financial obligations towards the League of Nations;

"Appeals to all Member States to liquidate their arrears without delay and to demonstrate thereby their attachment to the ideals of the League of Nations;

"Requests the Secretary-General to continue his efforts for the recovery of arrears, to report to the Council on the action taken by him before the next ordinary session of the Assembly and to communicate the results to the latter;

"Decides, in pursuance of the resolution taken by the Assembly at its twelfth session, to exempt Nicaragua from the payment of half of its contribution to the budget for the financial year 1933 and to defer the payment of the balance."

#### IV.—Fifth Committee.

##### 1. *Traffic in Opium and other Dangerous Drugs.*

The discussions of the Committee covered the following points:

1. RATIFICATION OF CONVENTIONS: CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS: NEW LEGISLATIVE AND ADMINISTRATIVE MEASURES.

##### A. *Ratifications.*

The Fifth Committee, being anxious, like the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, that the *Geneva Convention of 1925* should be applied as universally as possible, noted with pleasure that that diplomatic instrument, to which *Bolivia* and *Brazil* have recently given their definite accession, had now been ratified by forty-eight States. The Committee was also happy to record the statement of the delegate of *Chile* that the Chilean Parliament, at its next session, would approve the 1925 Convention, the principles of which it has indeed already put into force.

The Fifth Committee desire to emphasise the fundamental importance it attached to the ratification of the 1925 Convention within the period laid down for its entry into force—i.e., before April 13th, 1933. It accordingly unanimously expressed the desire that the credits essential for the operation of the Convention should be passed by the present Assembly.

In this connection, a large number of delegates once more laid stress on the merits of this Convention and the reasons in favour of its being put into force as speedily as possible. It amplifies and reinforces the measures of control provided for by the Geneva Convention and embraces new drugs.

The necessity of limiting manufacture is proved by the persistent volume of the illicit traffic; the information and statistics available to the Committee indicate that large quantities of drugs were seized last year—the very year in which the Limitation Conference was held. This demonstrates that, even last year, the world was still manufacturing quantities far in excess of its scientific and medical needs. Although, in fact, the quantities known to have been manufactured in 1931 show a considerable decrease and are well below the figure representing the maximum world needs as estimated by the Health Section and the Opium Section of the Secretariat, the Permanent Central Opium Board, on the basis of the official statistics for 1931, found that the quantities manufactured during that year, generally speaking, still exceeded the quantities actually necessary for medical and scientific needs. It is also probable that clandestine manufacture or manufacture in countries which do not supply figures to the Central Board are at all events, in part, supplying the illicit traffic. It is also clear, from the official statistics available, that the stocks in existence at the end of 1931 would meet the scientific and medical needs of the world for at least a year.

The Fifth Committee was happy to note that the general desire to ratify had already found expression in action—namely, by the speedy ratification by the *United States of America*, the ratifications by *Portugal* and *Sweden*, the quite recent ratification (September 28th) by such a great producing country as *Persia*, and the accession of *Peru*, the *Sudan* and *Nicaragua* (subject to ratification); it also welcomed announcements by a large number of delegates that their Governments would shortly ratify.

The delegate of *Canada* intimated that the Convention had been approved by the Chamber and the Senate, and that the instruments of ratification would be deposited at an early date. The delegate of *Spain* announced that it was hoped that the Cortes would shortly approve the Convention. The delegate of *China* said that the Convention was now under consideration by his legislature. The Convention has also been adopted by the *Italian* Cabinet, and will be approved by Parliament before the end of the year. The position is the same in *France*, which, according to its delegate, will make it a point of honour to be one of the first to subscribe definitely to this important international instrument. The *Hungarian* Government will introduce a Bill in November which is certain to be accepted. The *Belgian*, *Greek*, *Polish* and *Venezuelan* Governments will submit the Convention to their respective Parliaments for ratification at their forthcoming sessions. The *United Kingdom* has taken all necessary legislative action to enable the Convention to be ratified within the stipulated time limit and its decision to ratify is unconditional. The delegates of *Austria* and *Switzerland* also state that their Governments will ratify in due course. The delegates of *Germany*, *Chile*, *Japan*, the *Netherlands* and *Czechoslovakia* stated that their Governments would do all in their power to ratify within the time limits. *India* announced that she proposed to ratify the Convention as soon as the Drugs Act could be amended.

Having every reason to believe, as the outcome of this debate, that the number of ratifications necessary to enable the Convention to be put into force will be attained before April 13th, 1933, the Fifth

Committee has unanimously adopted a text combining an Italian and a British proposal for the inclusion in the 1933 budget of the funds indispensable to meet the expenses necessitated by the putting into force of the Convention. This text is as follows:

"The Fifth Committee,

"Noting that the Conference contemplated the entry into force of the Convention not later than July 13th, 1933, the date indicated in the Protocol of Signature of the Convention;

"Noting the declarations made by the representatives of a number of States of the intentions of their Governments to ratify before April 13th, in order that the Convention may come into force by July 13th, 1933;

"Considering that, in these circumstances, it is absolutely essential to make the necessary budgetary provision in the budget for 1933 for the coming into force of the Convention:

"The Fifth Committee requests the Fourth Committee to insert in the budget for 1933 the amount which is indispensable to meet the expenses necessitated by the putting into force of the Convention of 1931."

Further, on the proposal of the delegate of Canada, as amended, the Committee unanimously decided to ask the Assembly to appeal to those countries that have not yet announced their intention of ratifying or acceding to the Convention, and accordingly adopted the following resolution:

"Whereas, at the Conference held at Geneva in May, June and July 1931, a Convention was concluded by which it was sought to render effective by international agreement the limitation of the manufacture of narcotic drugs to the world's legitimate requirements for medical and scientific purposes, and the regulation of their distribution;

"And whereas the said Convention was signed in the names of their respective Governments, before December 31st, 1931, by plenipotentiaries duly authorised to that effect by forty-two of the fifty-four States represented at the said Conference;

"And whereas it is provided by Article 30 of the said Convention that it shall come into force ninety days after the Secretary-General of the League of Nations has received the ratifications or accessions of twenty-five Members of the League of Nations or non-member States, including four of the following: France, United Kingdom of Great Britain and Northern Ireland, Germany, Japan, Netherlands, Switzerland, Turkey and the United States of America;

"And whereas, to this date, no more than six States—namely, United States of America, Persia, Peru, Portugal, Sudan and Sweden have ratified or acceded to the said Convention;

"And whereas, by the terms of its Protocol of Signature, it is expedient that the said Convention shall be ratified on or before July 13th, 1933:

"The Fifth Committee welcomes the statements made during the present session regarding ratification, and urges the Assembly to make forthwith special requests to those countries which have not signified their intentions in regard to ratification, to make earnest efforts to complete their respective ratifications of the Convention, or accessions thereto, with the least possible delay, and in any event not later than April 13th, 1933."

As the Secretary-General quite recently sent a circular letter to the Governments, urging the immediate ratification of the Convention, my colleagues will doubtless feel that there is no need to convey this resolution to the Governments by another circular letter. It is, however, the earnest desire of the Fifth Committee that every delegation which represents in this Assembly a country that has not yet ratified should take the necessary steps to call its Government's attention to the urgent necessity of ratifying the Convention as early as possible.

## B. *New Legislative and Administrative Measures.*

The Committee noted with interest several statements regarding new legislative or administrative measures introduced in different countries.

In *Spain*, the Decree of August 3rd, 1932, prohibits the importation and manufacture of heroin and heroin hydrochloride in Spain and the Colonies. Spain has also placed restrictions on the use of coca leaf.

The delegate of *Greece* referring to the passage in the Advisory Committee's report (fifteenth session) regarding the legislative action proposed by the Greek Government with a view to assisting the Egyptian Government in its struggle against the illicit traffic, stated that the new law of June 15th, 1932, which has brought about a general recasting of the legislation regarding the Government Monopoly and the control of narcotic drugs in Greece, has introduced in a special chapter a particularly rigorous system of suppression in regard to infractions committed by Greek subjects in Egypt.

The Committee heard with satisfaction the *French* delegate's statement regarding the excellent results obtained by the application of a series of decrees enacted since 1928, with a view to organising the control of imports and exports and regulating manufacture and internal trade. The entry into force of these measures and the strict control exercised by the Narcotics Bureau have led to a notable decline in drug imports and exports, and the proposed establishment of a Central Police Office, the duty of which will be to centralise all information relating to the campaign against the illicit drug traffic, will make it possible to exercise even stricter supervision.

## II. BANGKOK CONFERENCE FOR THE SUPPRESSION OF THE OPIUM-SMOKING HABIT.

The Fifth Committee discussed the results of the Bangkok Conference, which had already been considered by the Advisory Committee at its fifteen session. The Fifth Committee trusts that the Bangkok Agreement will shortly be ratified by the signatory Powers.

On this point, two diametrically opposite views were expressed, which the Committee thinks it well to set out.

On the one hand, the delegate of China wished again to define exactly his Government's position with regard to the problem of prepared opium making reference to the Chinese Government's memorandum (document C.319.M.194.1932.XI); on the other hand, in reply to his remarks, the representatives of certain countries which have subscribed to the Bangkok Agreement stated the views of their Governments in opposition to the Chinese thesis.



The Chinese delegation regrets that the Bangkok Conference did not lead to an agreement embodying new and more effectual measures for the suppression, not only of the opium-smoking habit, but also of the manufacture and internal trade in, and use of, prepared opium. The Chinese Government holds it to be certain that an absolute prohibition to import, export, manufacture, possess or use prepared opium would contribute effectively to facilitate the limitation of poppy cultivation. Moreover, seeing that the sale price of opium in countries where there is a monopoly is generally much higher than the price of smuggled opium, it is of opinion that the monopoly system is an encouragement to opium-smuggling. The Chinese Government is convinced that it will be much easier to put down smuggling when the use of opium for smoking has been abolished; from the economic standpoint there can be no hope of suppressing the supply without first suppressing the demand. The undeniable existence of the illicit traffic in the East cannot, in the Chinese Government's view, justify the maintenance of the monopoly system, since the equally undeniable existence of illicit traffic in Europe does not lead the countries concerned to authorise non-medical consumption in their home territories, and has not prevented the question of manufactured drugs from being settled. There cannot be two moralities, one for the West and another for the East.

The delegates of France, the United Kingdom, the Netherlands and India emphasised the fact that their Governments had discharged their treaty obligations, and had done all in their power, so far as present conditions permitted, to put down the use of opium for smoking in their Far-Eastern territories. Their reason for adhering to the monopoly system was that, in their view, the enormous volume of contraband traffic represented an insuperable obstacle to prohibition. The only result of prohibition would be to substitute smuggled opium for Monopoly opium, and probably to strengthen the injurious influence of opium-smoking by the fraudulent introduction of other more dangerous drugs. Demand may stimulate supply, but unlimited supply stimulates demand.

The policy of the countries which subscribed to the Bangkok Agreement for the gradual suppression of the opium-smoking habit has not, however, been one of inaction and it has led to results.

In the Netherlands Indies, prohibition exists where it can be maintained to a reasonable degree; another part of the territory is subject to a licensing and rationing system, and another part to a system of free zones. In Indo-China the lawful consumption has declined by 45 per cent. since 1907; one-third of the shops have been closed; the divans have all been suppressed in Tonkin and Annam, and half of them in Cochin-China, Cambodia and Laos. In the British possessions, the whole policy of the Government, in addition to its restrictive measures, is aimed at stimulating, through the development of social work, the education of the people, by which the final solution of the problem of the suppression of the use of prepared opium is to be achieved. Despite certain charges that have been made, the policy followed by the Governments in question in this field is in no way held back by financial considerations. The net revenue from opium is only 4½ per cent. of the general budget in Indo-China, and 6.13 per cent. in the Netherlands Indies; and in the Straits Settlements, as in the Netherlands Indies, amounts equivalent to, or more than equivalent to, the opium revenue are applied to social and health work.

Realising the difficulties encountered both by the Chinese Government and the Powers who subscribed to the Bangkok Agreement, the Fifth Committee unanimously feels that the only solution of the problem is to be sought, not in systematically opposing the two theses, but in a determination to co-operate continuously and progressively, as illustrated by the recommendations of the Bangkok Conference, the value of which must not be underestimated. Those recommendations, in the view of the signatories, lay down a line of practical and useful action for the Governments, and indicate the direction which the countries concerned should follow in concert for the future.

### III. PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

The Fifth Committee noted with satisfaction the work done by the Advisory Committee in preparation for this proposed Conference, more especially in connection with the drafting of the questionnaires on the opium poppy and the coca leaf.

The delegates of China, Spain and Italy suggested that the Conference on raw materials should not lose sight of the fact that its ultimate object was to limit the production of raw opium to the quantities absolutely necessary for medical and scientific needs. The delegate of India expressed the opinion that the production of raw opium should be limited to legitimate needs.

The Fifth Committee unanimously felt that every effort should be made to collect the necessary material for the Conference in as complete a form as possible.

It unanimously approved the proposal submitted by a number of delegations, more particularly the Spanish delegation, that special attention should be called to the fact that the Secretariat was empowered to ask Governments for any information it might think essential to ensure that the technical preparations for the Conference should be as thorough as possible.

The Fifth Committee also devoted attention to the statement of the Bolivian delegate, who explained the peculiar and complicated position of his country and the danger of completely abolishing the use of the coca leaf by a population of two million human beings accustomed to it for generations, inasmuch as they might then resort to some more noxious stimulant, such as alcohol.

### IV. PRINTING OF THE MINUTES AND SESSIONS OF THE COMMITTEE.

The Fifth Committee noted with the greatest interest the recommendations made by the Advisory Committee at its fifteenth session regarding both the printing of the Minutes and the holding of two sessions yearly—recommendations to which the Council, at its meeting on May 18, 1932, thought it particularly important to call the Assembly's attention. The Fifth Committee agrees with the Advisory Committee and the Council that the publication of these Minutes is of fundamental importance to ensure the wide publicity which is essential to the Committee's work and thereby to secure the support and interest of Governments remote from Geneva.

The Fifth Committee also wishes to associate itself with the Advisory Committee's desire to hold two sessions yearly—as was indeed already approved by the Council in May 1931. Moreover, the expense caused to the League by the meeting of the Advisory Committee is confined to the travelling expenses and subsistence allowances of the assessors, together with perhaps some slight outlay on the engagement of additional staff for the Central Services of the Secretariat when several meetings are held simultaneously.

The Fifth Committee accordingly insists that financial provisions be made for the printing of the Committee's Minutes and to enable the Advisory Committee, which at its last session was obliged to postpone consideration of a number of highly important questions on its agenda, to hold two sessions yearly in the future, one in the spring and the other in the autumn.

It is beyond question that the work accomplished by the League in its campaign against opium would be seriously jeopardised if the Committee's discussions, which form the keystone of that work, could not be made accessible to the public and if the Committee had not sufficient time to consider the problems referred to it.

#### V. WORK OF THE ADVISORY COMMITTEE AND THE PERMANENT CENTRAL OPIUM BOARD.

On the proposal of the delegate of Cuba, the Fifth Committee unanimously decided to offer its congratulations to the Advisory Committee on Traffic in Opium and Other Dangerous Drugs and the Permanent Central Opium Board on their achievements in the campaign against the drug traffic.

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In concluding this survey of the situation during the past year, the Fifth Committee desires to lay stress upon the imperative necessity for the League to intensify its efforts, seeing that the illicit traffic is still so large and the problems raised by the drug question are so difficult. Moreover, the League has equipped itself for the fight with more powerful weapons than it possesses in other spheres. Not only are the Opium Conventions more universally applied than any of the other Conventions negotiated through the League, but the rigorous system of international control established at Geneva constitutes an absolutely new institution. It is simply a question of executing a task which has been entrusted to the League by the Covenant itself. Any relaxation of this activity would imply the abandonment of the struggle, and would betray the hopes that the peoples both of the East and of the West have reposed in the Geneva institution. And, even in the crisis which the world is passing through, the League must be faithful to its undertakings; for any faltering might aggravate that very crisis.

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Accordingly, the Fifth Committee requests the Assembly to adopt the present report.

## 2. *Traffic in Women and Children.*

It is sometimes useful to look back over a number of years to note the progress made in regard to a certain subject and a subject which has unquestionably made considerable progress since the League of Nations came into being is the campaign against traffic in women and children.

This question was originally raised by private individuals and organisations. It was the subject of two Government Conferences, which resulted in the "Agreement" of 1904 and the "Convention" of 1910. These are still in force, but, when the League came into being, there were only sixteen States parties to the 1904 Agreement and nine States parties to the 1910 Convention.

In the first draft of the Covenant of the League of Nations, published in February 1919, no mention was made of the traffic, but, on the application of the International Council of Women and the International Suffrage Alliance, the question was inserted in Article 23 of the Covenant. It appeared on the agenda of the first Assembly; it has since then been on the agenda of every Assembly and has been discussed every year in the Fifth Committee.

This continuity in dealing with the question by the Assembly, by the Social Section of the Secretariat and from 1922 by the Traffic in Women and Children Committee has been of immense importance to the progress made.

The new Convention which was a result of the Conference held in 1921 under the auspices of the League was signed in the first six months by over thirty Governments, and this number has been constantly increasing, though it must be noted with regret that a number of countries have not yet adhered to it.

Various investigations have been made in regard to problems affecting the traffic in the course of the last ten years, the most important being the enquiry undertaken by a special body of experts into the nature and extent of the traffic in Europe, America and certain parts of North Africa. The report was published in 1927 and has been of very great value in the campaign. Lately, an enquiry into the traffic in the East has been undertaken, and the results will be known in the near future.

The development of one aspect of the problem is interesting—namely, the question of the regulation of prostitution. In the 1921 Conference, this question was ruled out of order as of a purely domestic nature. Now, it is freely discussed both in the Fifth Committee of the Assembly and in the Traffic in Women and Children Committee. It has been more and more generally acknowledged that national and international traffic cannot be separated, and the experts' report left no doubt about the intimate connection between traffic and the system of licensed houses and regulation of prostitution.

It is therefore extremely gratifying to note that, during the last ten years, an increasing number of countries have abolished this system.

The chief document before the Fifth Committee was the report on the eleventh session of the Traffic in Women and Children Committee (document C. 390. M. 220. IV. 1932).

Since the last Assembly, Egypt, Mexico and the Sudan have adhered to the Convention of 1921, and the United Kingdom has deposited ratifications of the three Conventions on behalf of Palestine and several Crown Colonies and Protectorates. The delegate of Persia informed the Committee of the recent ratification of the Convention by his Government. There are, however, fourteen Members of the League which are not yet parties to the Conventions and, of those who have signed, five have not ratified. The Fifth Committee hopes that more ratifications will have taken place at the next Assembly. It noted with satisfaction the declarations of the delegates of Columbia and the Irish Free State, who stated that their countries would shortly ratify or adhere to the Conventions, as well as the Spanish delegate's statement that a draft law for the abolition of State regulation of prostitution was under consideration.

One of the questions which have for some time occupied the attention of the Traffic in Women and Children Committee is that of "central authorities". The Committee passed, at its last session, a resolution recommending the improvement of these organisations in order to render their work more efficient. The Members of the Assembly will no doubt take note of this question.

The report of the Fifth Committee last year drew the attention of the Assembly to the moral dangers that attend the present condition of economic depression and the importance of obtaining conclusive evidence on the relations between economic depression and prostitution. This question was discussed by the Traffic in Women and Children Committee, which suggested that such an investigation might be carried out by the voluntary organisations. The Committee asked the International Bureau for the Suppression of Traffic in Women and Children, which already had the question on its agenda, to submit a report at the next meeting.

The chief item on the agenda of the Committee was the proposed revision of the Conventions on the traffic in women and children with regard to the abolition of the age-limit and the repression of the activities of *souteneurs*.

As to the last question the punishment of *souteneurs* the Traffic in Women and Children Committee decided last April to ask its Legal Sub-Committee to study the answers from Governments and private organisations, and to report to the next session of the Committee. The Fifth Committee thought it preferable, therefore, not to enter into discussions on the Additional Draft Protocol concerning *souteneurs* at this time, but to delay expressing its opinion until the Legal Sub-Committee and the Advisory Commission have had an opportunity to submit their observations on the answers received.

The question of the abolition of the age-limit was raised as early as 1921 at the Conference on the Traffic in Women and Children held at Geneva. It has been before the Traffic in Women and Children Committee for a number of years, and in 1931 the opinion of the Governments signatories to the 1921 Convention was asked for. About thirty Governments have declared that, in principle, they were in favour of eliminating the age-limit either with or without limitations; also a great many private organisations have advocated the proposed change in the Convention.

The Advisory Commission adopted at its last meeting a resolution of which the essential parts read as follows:

"Considering that traffic in women is always and in all circumstances a profoundly immoral and anti-social act;

"Considering that experience has shown that impunity as regards traffic in women who are over age and who consent is hampering the effective suppression of traffic in minors:

"Expresses the opinion that the traffic in women, even if the victims are over age and consent, should be punished; and begs the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the above-mentioned Conventions."<sup>1</sup>

Upon the request of the Council, the Secretary-General has already transmitted this resolution to the Governments. The question of revision of the 1910 and 1921 Conventions has been referred by the Council, at its May 1932 meeting, to the present Assembly. Accordingly, the Fifth Committee examined the steps to be taken in order to bring about the necessary changes in the existing international Conventions on the traffic in women and children. In the opinion of the Fifth Committee, the abolition of the age-limit in the texts of the 1910 and 1921 Conventions could best take place at the moment when the Governments will be called upon to enter into an international agreement for the punishment of *souteneurs*, the possibility of which is being studied by the Legal Sub-Committee of the Advisory Committee. The Fifth Committee expressed the wish that the same Sub-Committee should be asked at its next meeting to study the question how the international Conventions may best be amended simultaneously both with regard to the age-limit and with regard to the punishment of *souteneurs*.

It is to be foreseen that some time will still elapse before the international Conventions can be changed. The Fifth Committee hopes therefore that the Members of the League and parties to the Conventions of 1910 and 1921 should proceed, if necessary, to the abolition of the age-limit in their national legislations on the traffic in women and children, as soon as an opportunity should arise, and without waiting for the amendment which will be made on this question in the Conventions of 1910 and 1921.

The Fifth Committee discussed three questions which presented a common interest for the two Committees which form the Advisory Commission for the Protection and Welfare of Children and Young People. These are the reconstitution of the Advisory Commission, the publicity to be given to its work, and its budgetary situation.

The reorganisation of the Committees had been referred by the Council to a Sub-Committee which will meet in January 1933. This also evoked a discussion, from which it appeared that some of the members of the Fifth Committee were in favour of the principle of renewing the States represented on the Committees by a system of rotation. The view was expressed that this principle is intrinsically justified and has often been applied to League organisations. The Fifth Committee was of opinion that it would be desirable for the Committees to continue to have the collaboration of private organisations and to have, to an increased extent, the co-operation of experts on the different questions on the agenda. In this connection, the Indian delegate thought that it would be well for women experts from India and other Oriental countries to be co-opted to the Advisory Commission.

In regard to the question of ensuring wider publicity for the work of the Committees and thus to facilitate the carrying out of their recommendations, it was suggested that an adequate distribution of documents should be made to interested circles and that the co-operation of these circles should be secured in order to make these recommendations known by every possible means, such as the Press, lectures and, above all, broadcasting. The Fifth Committee adopted a resolution on this question presented by the delegate of the United Kingdom and amplified at the instance of the Danish delegate. This resolution, the text of which will be found at the end of this report, was adopted by twenty votes to two and four abstentions.

The Fifth Committee had a long discussion on the budgetary situation of the Advisory Commission on the Protection and Welfare of Children and Young People and its secretariat. It was much struck by the fact that in the general budget of the League for the fourteenth financial period, out of a total of about thirty-three million gold francs the budget for social questions amounted to only 114,838 francs. Impressed by the extremely small appropriation made for this important branch of the activities of the League, it thought it desirable to approach, by means of a resolution (see text document A.48.1932, page 3) through its President, the Fourth Committee to ensure that the credits asked for 1933 in the ordinary and supplementary budgets were not reduced in any way, and in addition it adopted the following resolution:

"Considering that the work done by the Advisory Commission for the Protection and Welfare of Children and Young People and by its secretariat is of primary importance—a fact which is unanimously recognised in all countries—and that this work is likely to gain for the League of Nations fresh sympathies and additional public support;

"Noting with regret that the means at the disposal of this Commission and its secretariat have already been drastically reduced and appear to be disproportionate to those assigned to other forms of League activities:

"The Fifth Committee urges that, in establishing future League budgets, the importance of the Advisory Commission's work should never be overlooked, and that this work should be more liberally encouraged as soon as the financial position permits, so as to enable the Commission, not merely to continue its activities, but to enlarge their scope as may be desirable."

Before concluding this report, it might be useful to draw the attention of the Assembly to the fact that the annual reports of Governments on the traffic in women and children submitted to the last meeting of the Advisory Committee mention over a thousand cases. This must be considered as a conclusive proof of the necessity for the League of Nations, for the Governments and for private organisations to continue their campaign against the traffic in women and children.

On behalf of the Fifth Committee, I have the honour to submit to the Assembly, for approval, the following resolutions:

#### I.

"The Assembly,

"Having taken note with great interest and satisfaction of the work carried on during the past year by the Traffic in Women and Children Committee;

"Sharing the Committee's opinion that the traffic in women is always and in all circumstances a profoundly immoral and anti-social act and that this traffic should be punished even if the victims are over age and consent:

"Requests the Governments to introduce as soon as possible the necessary modifications on this subject in their national legislations;

"Decides to seek a revision of the international Conventions on the Traffic in Women and Children of 1910 and 1921 by abolishing the age-limit contained in the said Conventions; and

"Asks the Committee on the Traffic in Women and Children to study, with the advice of its Legal Sub-Committee, the means by which the above-mentioned Conventions may be revised with regard to the age-limit simultaneously with the amendments proposed for the punishment of *souteneurs*."

## II.

"The Assembly,

"Noting that the reports of the 1932 sessions of the Traffic in Women and Children Committee and the Child Welfare Committee lay special stress on the need of increased publicity for their work;

"(1) Recognising gratefully the efforts of the International Federation of League of Nations Societies to educate public opinion in all countries in support of the League of Nations:

"Requests it especially to consider, and to apply, as urgently as possible, methods of giving wider publicity to the reports of the League of Nations on the subject of the traffic in women and children and of child welfare;

"(2) Recognising the great value of the services which have been rendered in each of the two Committees which compose the Advisory Commission for the Protection and Welfare of Children and Young People by international organisations represented on them by assessors:

"Urgently appeals to those private organisations to give, by all the means which lie in their power or which they are able to put into action, more publicity to the work of the two Committees in which they collaborate with so much competence and efficiency."

### 3. *Child Welfare.*

The Fifth Committee is required to examine in turn the reports submitted by the two Committees constituting the Advisory Commission for the Protection and Welfare of Children and Young People. These are the Child Welfare Committee and the Traffic in Women and Children Committee, the names of the which clearly indicate their purposes. The Child Welfare Committee held its eighth session at Geneva from April 9th to 15th, 1932. The Council noted the report on the work of this session in May 1932.

The Fifth Committee has acquainted itself with the various subjects discussed by the Child Welfare Committee during its eighth session, which are surveyed both in the Secretary-General's report on the work done by the League since the twelfth session of the Assembly (document A. 6.1932, pages 82 to 84), and also in the Committee's report to the Council (document C395M, 221.1932. IV).



The last-mentioned document further gives particulars of the preparatory work for the 1933 session.

The resolutions adopted by the Committee at its eighth session on the education of blind children, juvenile courts, and the welfare of illegitimate children were sent to all the Governments in accordance with the Council's decision. The position of illegitimate children has always been an object of particular concern to the Committee. This year it examined the position of the children under social insurance laws, and the organisation of the official guardianship under which they are placed in certain countries; it emphasised the importance it attached to ascertaining paternity and to the methods to be employed to facilitate the marriage of the parents for the purpose of legitimising the children.

Most of the problems entrusted to the Child Welfare Committee require a considerable amount of time. Some of them have to be solved by international agreement, and entail consultation with all Governments, whereas other work must be based on very extensive technical documentation. Since, however, the future of mankind depends on the children and young people of the present time, it is essential that all questions, the solution of which by international means may lead to the better development of the rising generation, should be included in the programme of the League of Nations.

The Fifth Committee received a proposal from the Roumanian delegation to the effect that the question of the offence of deserting the family should be placed on the programme of the Child Welfare Committee for one of its sessions in the near future. During the discussion which followed, it was shown that this examination presented numerous aspects of an international character. Among other matters, it deals with repatriation, assistance to foreigners, the enforcement of maintenance orders abroad, passports, and the registration of foreigners. Taking into consideration these various aspects of the problem, the Fifth Committee decided to draw the special attention of the Child Welfare Committee to the importance of introducing the offence of desertion into all legislations and to the desirability of making the component factors of this offence uniform in all legislations, if possible, in order the better to ensure its effective punishment. The Roumanian Government offered the Fifth Committee to assume the charge of the documentation relating to the examination of this question. The Fifth Committee expressed its deep gratitude to the Roumanian Government.

The Turkish delegation, deeply concerned by the consequences of the present economic crisis for children, submitted a draft resolution, which was endorsed by the French delegation and adopted by the Fifth Committee in the following form:

"Profoundly moved by the sufferings imposed on millions of children in all countries as a result of persistent and widespread unemployment;

"Alarmed by the physical and moral harm done to these children, which recalls the disastrous conditions prevailing in several countries during the first years after the war;

"Struck by the gravity of the consequences which may result from the point of view of the future of the human race;

"Fully conscious of the obligations arising out of the Geneva Declaration approved by the League at its Fifth Assembly;

"The thirteenth Assembly strongly urges all States Members of the League to redouble their efforts to assist, both through their public authorities and through private associations, those children who are suffering most from the effects of the economic crisis;"

The Fifth Committee then proceeded to examine two questions of common interest to the Child Welfare Committee and to the Traffic in Women and Children Committee, which were discussed at a plenary meeting of the two Committees last April—*viz.*, the publicity to be given to the work of the two Committees in order that it should reach still wider circles where it may be of help or find collaboration, and the reconstitution of the two Committees.

In order to assure wider publicity for the work of the Committees and thus to facilitate the carrying out of their recommendations, it was suggested that an adequate distribution of documents should be made to interested circles, and that the co-operation of those circles should be secured in order to make those recommendations known by every possible means, such as the Press, lectures, and above all broadcasting.

Finally, the Fifth Committee by twenty votes to two, with four abstentions, adopted the following resolution, submitted by the delegate of the United Kingdom and amplified at the instance of the Danish delegate.

#### I.

[This Resolution reproduces the wording of Part II of the Resolution regarding the Traffic in Women and Children.]

The reconstruction of the Committees, a question that the Council has referred to a sub-committee which will meet in January 1933, also led to a discussion, from which it appeared that certain members of the Fifth Committee were in favour of the principle of rotation in the representation of the States on the Committees. The view was expressed that the principle of rotation was intrinsically justified, and had often been applied to League organisations.

The Fifth Committee was of opinion that it would be desirable for the Committees to continue to have the collaboration of private organisations and to strengthen the co-operation of experts on the different questions on the agenda. In this connection, the Indian delegate thought that it would be well for women experts from India and other oriental countries to be co-opted on the Advisory Commission.

Finally, the Fifth Committee dealt with the budgetary question. When the Rapporteur drew its attention to the budget of the Advisory Commission in comparison with that of other branches of the League's activities, the Fifth Committee was much struck by the fact that, in the general budget for the fourteenth financial period, out of a total of more than thirty-three million gold francs, the budget for social questions amounted to only 114,838 francs. Impressed by the extremely small appropriation made for this important branch of the activity of the League, it thought it desirable to approach the Fourth Committee to ensure that the credits asked for 1933 in the ordinary and supplementary budgets were not decreased in any way. To this end, it adopted the following resolution, which was transmitted by the Chairman of the Fifth Committee to the Chairman of the Fourth Committee :

"Considering that the work done by the Advisory Commission for the Protection and Welfare of Children and Young People and by its secretariat is of primary social importance—a fact which is unanimously recognised in all countries—and that this work is wholly in conformity with the duties which the Covenant places on the League of Nations ;

Noting with regret that the means at the disposal of this Commission and its secretariat have already been drastically reduced and appear to be disproportionate to those assigned to other forms of League activities ;

"The Fifth Committee, although it is prepared, in view of the present financial situation, not to ask this year for any increase in the budgetary estimates for the Commission and its Secretariat, an increase nevertheless required for the proper expansion of its work, and in particular for: (1) the publication of the Minutes of the two Committees of which the Commission consists, which has been discontinued for the past year, and (2) the participation in its work of experts for certain special questions referred to it;

"Confidently hopes that the Fourth Committee will adopt without reduction the budgetary estimates for 1933, both ordinary and supplementary, submitted to it for the Advisory Commission for the Protection and Welfare of Children and Young People and its secretariat."

The Fifth Committee also considered a draft resolution, the object of which was to secure, as soon as circumstances permitted, the granting of a more generous budget to the Advisory Commission for the Protection and Welfare of Children and Young People and to its secretariat; but the Fifth Committee was of the opinion that it would be better to postpone coming to a decision on the subject until it had completed the examination of the report of the Traffic in Women and Children Committee on the work of its eleventh session.

In conclusion, the Fifth Committee notes the report of the Child Welfare Committee on its eighth session and emphasises the importance it attaches to the continuance and expansion of the Committee's activity.

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The Assembly ratified the conclusions of the Report of the Fifth Committee in regard to Child Welfare.

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#### 4. Penal and Penitentiary Questions.

The Fifth Committee had before it for examination the Secretary-General's report on Penal and Penitentiary Questions (documents A.6.1932, pages 85-87, and A.6(a).1932, page 48), together with other documents communicated to it and bearing on the same questions.

##### I.

The Fifth Committee noted with satisfaction that the International Penal and Penitentiary Commission has given effect to the resolution of the last Assembly inviting it to submit the *Standard Minimum Rules for the Treatment of Prisoners* to a further examination in the light of the observations submitted to the League of Nations on the subject. This Commission, on the occasion of its session in May 1932, set up a sub-committee to reconsider these Standard Rules. The secretary-general of the Commission is at present studying the observations of the various Governments on the Standard Rules, in order to submit to the sub-committee the fullest possible information on the subject.

It is consequently to be hoped that the International Penal and Penitentiary Commission will be able to communicate its reply to the League of Nations in the course of next year.

In this connection, the Fifth Committee noted a proposal of the Howard League for Penal Reform on the subject of the *conclusion of an international convention for the improvement of penal administration*. The Czechoslovak delegation associated itself with this proposal and warmly supported it.

On the other hand, the opinion has been expressed that it would be premature to discuss this question at the present moment, seeing that the International Penal and Penitentiary Commission has not yet concluded the revision of the Standard Minimum Rules for the Treatment of Prisoners. The question therefore remains open for a subsequent discussion.

## II.

The 1931 Assembly, in point 2 of its resolution, requested the Secretary-General "to develop a policy of *co-operation with organisations* dealing with the international aspect of penal and penitentiary problems on an international scale". The Fifth Committee has been informed by the Secretary-General's report that he has given effect to these instructions, among other measures, by having himself represented by an observer at the Fourth Conference for the Unification of Penal Law held at Paris in December 1931 under the auspices of the French Government.<sup>1</sup>

## III.

By point 3 of the resolution of 1931, the Secretary-General had been instructed to ask the *International Labour Office* to continue its study in connection with *prison labour*.

The International Labour Office has completed the memorandum which it submitted to the last Assembly and has published it in the *International Labour Review* (March 1932). It has likewise prepared a supplementary report on prison labour, which has been distributed to the members of the thirteenth Assembly (document D.16/1932/N. 200/19/0/1). In view of the importance of the latter document, certain delegations expressed the opinion that it should be transmitted to the States Members of the League. The Fifth Committee noted, however, that the reports constituted in reality a supplement to the study on the same subject presented last year by the International Labour Office. Since the International Penal and Penitentiary Commission had the observations on the subject of the Standard Minimum Rules for the Treatment of Prisoners before it, together with the

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<sup>1</sup> This Conference sent the League of Nations a message on behalf of the official delegates of the States which up to the present have acceded to the conferences for the Unification of Penal Law, namely : Belgium, Bulgaria, Czechoslovakia, Denmark, Egypt, France, Greece, Italy, Latvia, Lithuania, Luxemburg, Poland, Portugal, Roumania, Spain, Turkey and Yugoslavia. The following passages in this message were communicated to the Fifth Committee :

"The Fourth Conference for the Unification of Penal Law, having noted the conclusions adopted last September by the twelfth Assembly of the League of Nations on the motion of the Fifth Committee, desires to express its entire satisfaction, on learning that the League of Nations has instituted an enquiry as to the form which its own assistance might take in the matter of the progressive unification of penal law and the co-operation of States for the prevention and suppression of crime.

"It has no doubt but that this consultation will show increasingly clearly the necessity for States to co-ordinate the principles and texts of their respective penal laws progressively and methodically with the assistance of the League of Nations, and it sees in the decision taken by the twelfth Assembly a step forward of the highest importance in the work of international judicial *rapprochement*."

first study of the International Labour Office, the Fifth Committee considered that it would be preferable, for reasons of economy, to be content for the moment with communicating this important document to the International Penal and Penitentiary Commission.

#### IV.

The 1931 Assembly, considering "the importance of the efforts which have already been made, both by means of a number of international conventions and by certain organs of the League of Nations and various institutions, to achieve a gradual unification of penal law and to establish the co-operation of States in the prevention and suppression of crime", requested the Secretary-General (point 4 of the resolution) to forward the report and the Minutes of the Fifth Committee to the *International Penal Law Association*, the *International Bureau for the Unification of Penal Law*, the *International Criminal Police Commission*, the *International Penal and Penitentiary Commission*, the *Howard League for Penal Reform*, the *International Law Association*, the *International Penal Law Union*, and any other international organisations which may be proposed by the Governments to the Secretary-General, and to ask them in what manner they considered that the assistance of the League of Nations might be of value with a view to achieving gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime.

All this documentary material has been forwarded to the organisations mentioned above. The latter, giving effect to a recommendation contained in the report adopted by the Assembly in 1931, held an important meeting at Geneva from May 8th to 10th, 1932.<sup>1</sup>

This meeting resulted in the unanimous adoption of a resolution, which, after having been unanimously ratified by all the organisations consulted, formulated the joint reply of those organisations on the questions of the unification of penal law and the co-operation of States in the campaign against crime (document A.6.1932, pages 86 and 87).

As a result of this resolution and as concerning solely the progressive unification of penal law, the Fifth Committee has had before it a new communication, dated September 28th, 1932, from the aforementioned

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<sup>1</sup> There were present at this meeting :

- (1) Count CARTON DE WIART, Minister of State, and M. RAPPAPORT, Judge in the Supreme Court of the Polish Republic; representing the *International Penal Law Association*.
- (2) M. ALOISI, President of the Italian Court of Cassation; M. DONNEDIEU DE VABRES, Professor in the Faculty of Law at Paris; M. SASSERATH, Advocate at the Brussels Court of Appeal: representing the *International Bureau for the Unification of Penal Law*.
- (3) Dr. BUMKE, President of the Supreme Court of the Reich, and Dr. SIMON VAN DER AA, Professor at the University of Groningen (retired): representing the *International Penal and Penitentiary Commission*.
- (4) Dr. SCHULTZ, Director of Police at the Viennese Prefecture, and M. MONDANEL, Divisional Commissioner at the French Ministry of the Interior: representing the *International Criminal Police Commission*.
- (5) Miss EATON, Vice-President of the *Howard League for Penal Reform*.
- (6) M. BEWES, honorary secretary, and M. CALOYANNI, Greek National Judge at the Permanent Court of International Justice: representing the *International Law Association*.
- (7) M. KOHLRAUSCH, Rector of the University of Berlin; M. DELAQUIS, Professor at the University of Hamburg; and M. GOLL, Public Prosecutor at the Copenhagen Court of Appeal: representing the *International Union of Penal Law*.

organisations and the representatives of States forming the International Bureau for the Unification of Penal Law <sup>1</sup> (document A.V/4.1932).

The Fifth Committee proceeded to an exchange of views on these two documents. The rapporteur expressed the opinion that it was useless to enter this year upon a thorough discussion of each of the questions contained in the resolution of May 10th, 1932. The delegations of France, Italy, Poland, Spain, Belgium, Czechoslovakia, Hungary, Roumania, Cuba, Greece, Portugal and Yugoslavia pointed out the importance their countries attached to the unification of penal law. They also felt that they ought at once to signify their agreement to the formulæ contained in the resolution of May 10th, 1932, of the organisations consulted by the League of Nations. Finally, they expressed their desire that the League should co-operate with them with a view to promoting the unification of penal law. Some of these delegations pointed out that the resolution of May 10th, 1932, aimed in the first place at removing the divergencies between national laws, since those divergencies were liable to hinder the co-operation of Governments in the campaign against crime, especially as regards the prevention and punishment of international offences. They also expressed the opinion that the resolution in question in reality merely provided a programme of work for the League of Nations, and that it was for the organs of the League to judge in each case of the expediency of studying the questions indicated in that programme. Most of those questions had already been under consideration by the League (see also Chapters 1 and 2 in document A.70.1931.IV). In the opinion of certain of these delegations, therefore, what was required was more in the nature of a work of co-ordination, which did not imply any new expenditure for the League, since the resolution of May 10th, 1932, provided the means whereby the League could secure the gratuitous co-operation of certain existing organisations which were particularly well qualified to deal with the subject.

The Hungarian delegation urged, moreover, the necessity for establishing extradition conventions in accordance with a model treaty, and of all efforts being directed towards the universal suppression of crime, that being, in his opinion, the supreme goal of the evolution of penal law.

The Indian delegation, while recognising that the unification of penal law was an ideal, felt bound to remind the Committee that psychological and social conditions varied in different parts of the world and that it was necessary to reckon with such differences in the work which it was desired to undertake.

The German and United Kingdom delegations declared that it would be preferable not to enter at present into a discussion of the substance of the resolution of May 10th, 1932.

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<sup>1</sup> This communication brings forward certain considerations in favour of the unification of penal law. It contains likewise a brief summary of the contemporary movement towards such unification, and concludes with an exposition of the facts which necessitated the creation of the International Bureau for the Unification of Penal Law. The communication was signed on behalf of the Executive Committee of the re-organised Bureau by M. Tommaso PERASSI, Professor at the University of Rome (for M. D'AMELIO, First President of the Italian Court of Cassation); M. KOHLRAUSCH, Professor of Penal Law and Rector of the University of Berlin; M. J. A. ROUX, Professor of Penal Law, Counsellor in the French Court of Cassation; M. SIMON VAN DER AA, Secretary-General of the International Penal and Penitentiary Commission, Professor of Penal Law at the University of Groningen (retired); M. W. GLEISPACH, Professor of Penal Law at the University of Vienna; M. Th. GIVANOVITCH, Professor of Penal Law at the University of Belgrade; M. E. RAPPAPORT, Judge at the Polish Supreme Court; MOURAD SID AHMED Pasha, Egyptian Minister Plenipotentiary; M. CALOYANNI, Greek National Judge at the Permanent Court of International Justice; M. E. DELAQUIS, Professor of Penal Law at the University of Hamburg; M. S. SASSERATH, Professor at the Institute of Higher Studies of Belgium.

Furthermore, the delegations of Germany, Austria, France, Italy, Poland and Cuba expressed their satisfaction in regard to the work of *rapprochement* and co-operation between the seven organisations which were dealing on international lines with penal and prison questions, in virtue of the resolution voted by the Assembly the previous year. The German delegation laid stress on the importance of re-organising the International Office for the Unification of Penal Law.

Taking into account the various observations which had been made in that connection, the Fifth Committee decided not to discuss the substance of the resolution of May 10th, 1932, but to request the Assembly to instruct the Secretary-General to communicate the present report to the States Members of the League, together with the resolution of the organisations consulted, so that the Governments might be acquainted with the opinions expressed by the various delegations.

The Fifth Committee further proposed to send to the Governments any other document which might later be transmitted to the Secretary-General by the seven technical organisations in reference to the resolution of May 10th, 1932, so far as such documents fulfilled the conditions laid down in the report adopted by the Assembly in 1931 (see document A.70. 1931. IV, page 7, paragraph 2).

## V.

Point 5 of the resolution adopted by the Assembly in 1931 states that the Secretary-General is requested, "after having received the observations of those organisations, to forward them, together with the report and Minutes of the Fifth Committee, to the States Members of the League, and to ask them whether they wish the League of Nations to lend its assistance also in regard to the questions referred to in No. 4".

As the reply of the organisations consists in *the resolution adopted unanimously by them on May 10th, 1932, and ratified by them*, the Fifth Committee received proposals from the delegations of France, Belgium, Poland, Austria, Spain, Italy, Czechoslovakia and Yugoslavia to the effect that that resolution be recommended to the States Members of the League. A discussion took place regarding the scope of such a recommendation. The delegations of Australia, the United Kingdom, Germany, and the Netherlands pointed out that the very importance of the resolution of the organisations consulted by the League, which certain delegations had not yet studied thoroughly, made it imperative that only the instructions contained in point 5 of the Assembly resolution of 1931 should be carried out.

On the proposal of the French delegation, supported by the delegations of the United Kingdom, Czechoslovakia, Italy, and the Netherlands, the Fifth Committee, while deciding that the reply of the organisations should be sent to the States Members in accordance with point 5 of the Assembly resolution of 1931, also unanimously adopted the following resolution, which it submits to the Assembly :

"The Assembly calls the very special attention of the Governments to the joint reply made by the seven technical organisations consulted by the League of Nations on the questions of the progressive unification of penal law and the co-operation of States in the prevention and punishment of crime."

## VI.

The Fifth Committee noted that the Secretary-General was not in a position to give effect to point 6 of the Assembly resolution of 1931, since a revision of the rules for the treatment of prisoners was still being studied by the International Penal and Penitentiary Commission. On the other hand, point 3 of the resolution of May 10th, 1932, which would be submitted to the States Members for examination, expressly laid down that "the development of the League's activities in the matters mentioned under points 1 and 2, and without in any way prejudging future needs, *does not involve the creation of new organisations* which, in certain cases, might overlap the work of existing institutions." The Fifth Committee consequently considered that it should not for the moment submit to the Governments of the States Members the question whether a special League committee should be set up or whether the League should co-operate with the International Penal and Penitentiary Commission.

The Fifth Committee preferred to await the opinion of the Governments on the question of principle raised by point 3 of the resolution of the organisations consulted. It will therefore be for the next Assembly to decide whether or not the Secretary-General should give effect to point 6 of the Assembly resolution of 1931.

## VII.

The delegations of France, Italy, Czechoslovakia, Yugoslavia, Poland and Austria also asked that the Secretary-General should give the Assembly annually, in a special document, a short account of the activity of the seven organisations mentioned in the resolution of the twelfth Assembly. Certain of those proposals were also based on point 2 of that resolution.

The German delegation expressed doubts as to the advisability of supplementing or changing point 2 of that resolution in any way before the Governments had given their views on point 5 of the same resolution. The rapporteur associated himself with the opinion that no modification should be made in point 2 of the resolution of 1931.

The Fifth Committee, without in any way adding to point 2 of the resolution of 1931 or prejudging the decisions of the Governments in regard to point 5 of that resolution, decided, with a view to promoting the scientific and wholly objective examination of penal and penitentiary questions by the seven organisations in question, to ask the Assembly to instruct the Secretary-General to submit annually to the Council and to the Assembly information on any important activities of those organisations, if such information was communicated by the organisations on their own initiative. Such information might be followed by a brief summary of the current work of the various League organisations dealing with penal and penitentiary questions.

On behalf of the Fifth Committee, I have the honour to submit the present report to the Assembly with a request for its adoption.

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The Assembly adopted the Report of the Fifth Committee.



## V.—Sixth Committee.

### 1. Admission of the Kingdom of Iraq to the League.

The Sixth Committee has taken note of the report of the Sub-Committee which was instructed to consider the application of the Kingdom of Iraq. The Sixth Committee approves of the report and unanimously recommends that the Assembly should admit the Kingdom of Iraq to the League of Nations.

Iraq, whose application for admission the Sixth Committee has been requested to examine, is the first of the territories referred to in Article 22 of the Covenant that the Council, after having heard the advice of the competent organs of the League, has thought fit to be emancipated from the mandate system in accordance with the general rules applicable in that connection.

The Council made the termination of this system in Iraq subject to two conditions, the first of which has already been fulfilled : Iraq has subscribed to a declaration whereby it enters into the undertakings required by the Council in regard to the protection of minorities, the economic system, judicial organisation, international conventions, acquired rights and financial obligations, and freedom of conscience.

Admission to the League in accordance with the relevant provisions of the Covenant is the second condition demanded by the Council for the termination of the mandate system in Iraq.

In accordance with precedent, the Sub-Committee has based its examination on the questionnaire that has ordinarily been employed for admission of new Members. The questionnaire is as follows :

1. Is the application of the Kingdom of Iraq for admission to the League of Nations in order ?
2. Is Iraq recognised *de jure* or *de facto*, and by what States ?
3. Does the country possess a stable Government and fixed frontiers ?
4. Is the country fully self-governing ?
5. What have been the acts and declarations of the Kingdom of Iraq with regard to :
  - (a) Its international obligations :
  - (b) The regulations of the League concerning armaments ?

Several of the points in this questionnaire have already been discussed at length in the course of the Council's enquiry with regard to the termination of the mandate system in Iraq.

To the first question the Sub-Committee replies in the affirmative.

In answer to the second question, it states that the Kingdom of Iraq has already been formally recognised by a considerable number of countries. It has acceded to the Paris Pact for the renunciation of war.

To the third question the Sub-Committee replies in the affirmative.

With reference to the precise definition and delimitation on the ground of the frontier between Iraq and Syria, the Committee has noted a declaration by which the Iraqi Government confirms that it will, for its part, accept as

final such decisions as the Council of the League of Nations may reach in accordance with the procedure instituted by the Council's decision of December 9th, 1931, at the request of the British and French Governments.

The reply to the fourth question is in the affirmative.

As regards the fifth question, the Sub-Committee has noted the letter from the Prime Minister of Iraq dated July 12, in which the Iraqi Government states that it is prepared to accept the conditions laid down in Article 1, paragraph 2, of the Covenant and to fulfil all the obligations which membership of the League implies.

With reference to the regulations of the League concerning armaments, the Sub-Committee has noted the report of the Permanent Advisory Commission for Military, Naval and Air Questions, which is appended to the present report.

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### Appendix.

#### MILITARY, NAVAL AND AIR FORCES OF THE KINGDOM OF IRAQ : OPINION OF THE PERMANENT ADVISORY COMMISSION.

The Permanent Advisory Commission for Military, Naval and Air Questions considers that, from the point of view of military, naval and air armaments, the present state of the military, naval and air forces of the Kingdom of Iraq constitutes no obstacle to its admission to the League of Nations.

#### *2. The Commission of Enquiry for European Union.*

"The Assembly takes note of the report of the Secretary-General to the Assembly on the work done by the Commission of Enquiry for European Union during the past year ;

"It requests the Commission to pursue the work undertaken in conformity with the principles laid down in the resolution of September 17th, 1930 ;

"It requests the Commission to submit a report on its further work to the next ordinary session of the Assembly."

#### *3. Mandates.*

As in previous years, the Sixth Committee has had before it the annual reports of the mandatory Powers, the reports of the Permanent Mandates Commission, and the other documents relating to the execution of Article 22 of the Covenant during the period which has elapsed since the twelfth ordinary session of the Assembly.

The Committee observed that, thanks to the efforts of the mandatory Powers and the able and impartial co-operation of the Permanent Mandates Commission, the mandate system has continued to produce excellent results. This is strikingly illustrated by the case of the Kingdom of Iraq, to which it has been possible to grant complete independence and admission to the League—the final stage in the system provided by Article 22 of the Covenant—after only twelve years of mandatory administration,

In the course of the discussions, the Government of the United Kingdom received congratulations from numerous delegations on the progress made during the period in which Iraq has been administered under the mandate system, and tributes were paid to the excellent work of the organs of the League, more especially the Permanent Mandates Commission.

Among the special questions with which the organs of the League have had to deal this year, the Committee devoted particular attention to the problem of the determination of the frontier between Iraq and Syria. It noted that this question had been settled by the Council, subject to the opinion of the Permanent Mandates Commission.

With reference to the administration of the mandated territories, the Committee, which had specially remarked that the Mandates Commission had found itself unable to form a definite opinion on the position in Western Samoa, was happy to note that the mandatory Power intended to furnish reassuring information.

The Committee also gave expression to the uneasiness prevailing on account of the fact that the native population of the Pacific islands under Japanese mandate is stationary, and in some cases declining. It was gratified by the efforts made by the mandatory Power to discover the causes of this tendency and to arrest its progress.

Several delegates expressed regret that, owing to a decision of the last Assembly, the number of sessions of the Permanent Mandates Commission had been reduced from two to one for the year 1932. The Mandates Commission has itself emphasised the difficulties which a renewal of that decision would inevitably cause in the fulfilment of the duties entrusted to it by Article 22 of the Covenant and, consequently, in the effective and regular working of the whole mandate system, of which the Commission forms one of the principal parts. As this is one of the essential activities of the League, it seems necessary to prevent any action from being taken that might interfere with its performance. The Sixth Committee earnestly trusts that in future nothing will prevent the Mandates Commission from holding the two ordinary sessions yearly which it considers indispensable for the fulfilment of its duties.

The Sixth Committee has the honour to recommend that the Assembly adopt the following draft resolution :

“ The Assembly,

“ Having taken note of the work accomplished by the mandatory Powers, the Permanent Mandates Commission and the Council in regard to the execution of Article 22 of the Covenant :

“ (a) Renews the expression of confidence in them voted by the past sessions of the Assembly, and again expresses its appreciation of the results they have achieved through a spirit of co-operation which it is essential to maintain ;

“ (b) Expresses its particular gratification at the progress made under the mandate system in Iraq, thanks to which that country has been able to gain complete independence and admission to the League ;

“ (c) Considers it highly desirable that the decision reached by the Assembly at its twelfth session to reduce the annual ordinary sessions of the Permanent Mandates Commission from two to one should not in future be renewed, even as an exceptional measure, inasmuch as it would have the result of seriously hampering the effective and regular performance of the important duties entrusted to the League of Nations by Article 22 of the Covenant.”

#### 4. *Slavery.*

The Sixth Committee had appointed a Sub-Committee consisting of the delegates of Abyssinia, Belgium, the United Kingdom, Denmark, France, India, Italy, Liberia, the Netherlands, Portugal and Spain to study the report of the Committee of Experts on Slavery.

This Sub-Committee, which held its meetings under the chairmanship of H. E. M. Moltesen, delegate of Denmark, obtained from M. Gohr, Chairman of the Committee of Experts, a large amount of supplementary information and certain very useful particulars with regard to the meaning and scope of the proposals put forward in the report of the Committee of Experts.

The Sixth Committee noted the admirable work done by the Committee of Experts and the great value of its report to the Council.

It considers that the statement of the situation with regard to slavery and the suggestions contained in the first seven chapters of the report of the Committee of Experts might usefully be brought to the attention of the Governments of the Members of the League of Nations and of the States parties to the 1926 Convention. The Governments will find in this summary of the situation in regard to slavery and in the recommendations which accompany it a definite basis for the pursuit of their efforts for the abolition of what still remains of the slave trade and of slavery. This statement may also serve as a guide to the Governments in communicating to the League of Nations the statements which they will no doubt still think it necessary to forward to the organs of the League for purposes of information.

Having considered that it would be well to take up the proposal contained in the last chapter of the report of the Committee of Experts to the effect that the League of Nations should constitute an advisory Committee for the purpose of dealing with the question of slavery, the Sixth Committee has decided to submit to the Assembly a resolution to this effect.

In conformity with the financial regulations, a vote taken by a two-third majority would have been necessary in order that this proposal, which involved certain expenditure for which provision is not made in the budget for 1933, could be examined in the course of the present Assembly. The two-thirds majority not having been obtained in the Fourth Committee, to which the question was submitted, the Sixth Committee has drafted the following new draft resolution, which it has decided unanimously to recommend for adoption by the Assembly :

“ The Assembly :

“ Notes the report of the Committee of Experts on Slavery which was transmitted to it by the Council's resolution of September 23rd, 1932 ;

“ Expresses its appreciation of the excellent work done by the Committee of Experts ;

“ Draws the attention of the Governments of the Members of the League and of the States parties to the 1926 Convention to the opinions and suggestions contained in the report of the Committee of Experts, and hopes that the organs of the League will be kept informed of the measures which the Governments continue to take for the total abolition of the slave trade and of slavery in its different forms ;

“ Decides that an advisory Committee of Experts shall be constituted, whose composition, competence and functions are described in the annex to the present resolution ;

" Requests the Secretary-General to include in his draft budget for 1934 the necessary credit for this Committee ; and

" Requests the Council to take, in the interval, all measures not requiring budgetary credit and which will conduce to the carrying out of the proposals which have been made.

" *Annex.*

" A. The Committee shall consist of seven members chosen solely for their special knowledge of slavery questions, all the members being of different nationalities. They shall be appointed for an undefined term, the Council retaining the right to renew the composition of the Committee every six years. The duties of the Committee, which will meet once every two years, if necessary, will be strictly advisory and it will have no powers of supervision ; its task will be :

" (1) To study and examine the documents supplied or transmitted by Governments to the Secretariat ;

" (2) To study, on the basis of such documents and of the special knowledge of its members, the facts and institutions mentioned in Article 1 of the 1926 Slavery Convention and to examine their role in the social system ;

" (3) To study the means of gradually abolishing these institutions or customs, or of causing them to develop in such a way as to deprive them of any objectionable features ;

" (4) If a country where slavery exists asks for financial assistance from the League of Nations in settling questions relating to the abolition of slavery, the Committee will, at the request of the Council, examine the objects for which this financial assistance is requested, the minimum amount necessary and the guarantees offered ;

" (5) The Committee shall not deal with questions relating to Article 5 of the 1926 Slavery Convention.

" The Committee's proceedings will be confidential.

" At the termination of each session, the Committee will submit a report to the Council ; and the Council shall decide whether the whole or part of this report should be published.

" The Committee will draw up its own rules to regulate its proceedings and these shall be submitted for the approval of the Council.

" In carrying out its duties the Committee is to observe the following rules :

" (1) The consultation of organisations or persons on facts concerning slavery is not permitted. These organisations or persons will have to send their complaints or observations through the intermediary of their respective Governments.

" (2) If a communication concerning a country is addressed to the Committee by the Government of another State, the Committee shall transmit it, through the intermediary of the Council, to the Government of the country concerned for its observations.

" (3) The Committee shall not be competent to hear depositions.

" It is understood that, in agreeing to the setting up of this Committee, the Governments parties to the Slavery Convention of 1926 do not assume any obligation of such a nature as to modify those they have entered into in virtue of that Convention.

"B. The Secretariat of the Committee will be provided by the S cretariat of the League of Nations. Its task will be :

- "(1) To receive the documents sent to the League of Nations in virtue of Article 7 of the Slavery Convention and all other documents which the Governments may transmit on subjects concerning slavery ;
- "(2) To collect, for the use of the members of the Committee, information and surveys published concerning slavery ;
- "(3) To make a methodical classification of all documents and information."

### *5. Protection of Minorities.*

In pursuance of the resolution adopted by the Assembly on the motion of the German delegation, the Sixth Committee devoted its meetings on October 6th to the examination of that part of the Secretary-General's report on the work of the League since the last session of the Assembly which concerns the protection of minorities.

In this discussion, the high tone, clearness, objectivity and courtesy of which I should like to emphasise, the delegates of Austria, the United Kingdom, Bulgaria, Czechoslovakia, Denmark, France, Germany, Hungary, the Netherlands, Norway, Poland and Yugoslavia took part.

There were again differences of opinion among the delegations as to the competence of the Assembly and the Sixth Committee to deal with minority questions. On behalf of the delegations of Greece, Poland, Roumania, Czechoslovakia and Yugoslavia, the Yugoslav delegate declared that under the minorities treaties placed under the guarantee of the League, the right to judge whether they were being properly applied was reserved for the competence of the Council alone. The procedure subsequently adopted and at present in force had been established, in the opinion of these delegations, by mutual agreement between the Council and the signatory States, who had freely accepted certain provisions exceeding their contractual obligations. The said delegations would therefore not be in a position to transfer to the Assembly or to its Sixth Committee rights which the treaties had reserved exclusively to the Council. Nevertheless, as H. E. M. Motta had pointed out in his report to the Assembly in 1930, it was not in dispute that the minorities question could be discussed by the Assembly in virtue of Article 3, paragraph 3 of the Covenant of the League.

Several speakers reverted to the idea, on which the Committee had been unanimously agreed in 1930, that the solution of the minorities problem was to be found in constant co-operation and mutual confidence between the majority and the minorities in each country. It was pointed out that while it was proper to speak of the rights of the minorities and the duties of States, mention should be made at the same time of the duties of minorities towards their respective States. Still with reference to general ideas, I should like to allude to the declaration of one delegation which pointed out that the action of the League as guarantor of the protection of Minorities when examining petitions partook more of the nature of a paternal than of an arbitral jurisdiction. In the opinion of the Polish delegation, the League's task in regard to the protection of minorities could never give complete satisfaction to the moral conscience of the world until two conditions had been fulfilled, namely, that the claims of minorities should never be inspired by reasons unconnected with their object and that all minorities should be protected. On the latter point, the German delegation observed that

Germany was always ready to discuss this problem, on condition that the other States, not bound by minority undertakings, would declare their readiness to assume the same obligations. The opinion was also expressed by the Polish delegation that the Sixth Committee could with advantage give its opinion in the case of minorities not protected by special treaties.

The German delegation referred to the recent action of its Government in asking that a question which was under examination by a Minorities Committee should be placed on the Council's agenda. Supported by other delegations, the German delegation maintained that this method of procedure is in conformity with the provisions of the Minorities treaties. The same delegation expressed the fear that any restriction on the right and duty of Members of the Council to submit to the latter infractions or dangers of infractions of the treaties, would have the effect of weakening the system of minorities protection and maintained that in the last analysis the responsibility of such an action should be left to each Member of the Council. Several delegations, however, for various reasons, expressed the view that it would be desirable that, save in really exceptional cases, Members of the Council should refrain from asking that questions which are under examination by Minorities Committees should be placed on the Council's agenda, so long as this examination had not been completed. Some delegations urged the necessity in this connection, of allowing the Committee system to be developed and modified so as to enable the maximum results to be yielded.

In the course of the discussion several speakers criticised the working of the present procedure. The German delegation, in particular, laid great stress on the need of establishing a procedure which would in practice more effectually ensure the protection of minorities. A detailed suggestion was made by the same delegation and discussed by the Committee for the creation of a body consisting of persons independent of the States which have signed undertakings in regard to minorities, to advise the Minorities Committees or the Council, when desired. Certain delegations expressed themselves, in general, in favour of this principle. Other delegations declared that they could not consider this idea unless the system of minorities protection were applied universally to all States Members of the League.

Emphasis was laid by several delegations on the great importance of publicity in regard to the protection of minorities. In the German delegation's opinion, the number of decisions of Committees rendered public has constituted only a very small fraction of the total of decisions taken; these related almost exclusively to questions of slight importance or to matters in which the opinion formulated was favourable to the Government concerned. The Norwegian delegation suggested that the Secretariat should be asked for statistics on the subject. According to the particulars given me by the Secretariat, the position for the year 1931-32 is the following: in twenty-four cases, the Governments concerned have agreed to the publication of the closing letters; in ten cases, publication has been refused; in three cases, the Committees have not thought fit to propose publication; and in three cases the question is still pending. The Yugoslav delegation further explained that the Governments concerned were sometimes obliged to refuse publication because the petitions in question contained, in their opinion, elements of propaganda. Observations were also made to the effect that the provision in the Madrid resolution relating to the constitution of Minorities Committees of five members should be interpreted in as broad a sense as possible, and that—as is also contemplated in the Madrid resolution—the Committees should hold meetings between Council sessions more often than has hitherto been the case. Finally, certain delegations emphasised how important it was for Minorities Committees to make use of any information they considered appropriate, and to bear in mind that it was in their power to hear petitioners and to consult experts.

The Norwegian delegation suggested that members of a Minorities Committee who asked for a question to be placed on the Council's agenda should, within the limits of the existing rules, at the same time furnish the Council with a statement of the grounds on which they based their action. The same delegation proposed that it would be desirable for the Minorities Section of the Secretariat, as it had itself suggested, to endeavour to collect the fullest possible documentary material and information, so as to avoid any needless delay in the examination of questions by the Committees, and to lessen the burden laid on the Governments concerned by repeated requests for further information. These proposals were supported by several other delegations during the discussion.

I propose that the Committee forward this report to the Assembly in order that the latter may take note of it.

## 6. *International organisation for intellectual co-operation.*

Having been entrusted by the Sixth Committee with the task of presenting the report on the work done during the year by our Intellectual Co-operation Organisation, I think that a brief account of the results obtained may be of use to the Assembly.

In the words of the Committee on Intellectual Co-operation itself, the past year has been one "of labour and achievement". I should like, in the first place, to inform the representatives of the Governments assembled here of the progress made in regard to the establishment of administrative liaison between the National Departments dealing with intellectual questions, which enables them to co-operate with each other with a view to improving their methods and the organisations which they control.

Among the most important of these international activities are educational questions. A glance at the reports submitted to the Committee on Intellectual Co-operation and at the report drawn up by it at its July session will show that the machinery for regular co-operation is being created; it is being established in higher education by exchanges of views between the competent representatives of the administrations of universities, by cordial co-operation with students' associations, bureaux, offices or departments dealing with questions of university exchanges, and also in schools, by co-ordination of the measures adopted and by the beneficial effect of common efforts.

Naturally, for the League of Nations one of the most important aspects of educational problems is that of instruction concerning the aims and work of the League. The *Educational Survey*, which is published by the Secretariat, deals with this problem as a whole. Two enquiries have also been instituted, the results of which will no doubt permit of useful comparisons and draw attention to some interesting activities: one enquiry deals with the training of primary and secondary school teachers from the point of view of instruction regarding the League, and the other with the services which can be rendered in this matter by the schools of political science.

After carefully examining the methods applied, the results obtained and the programme laid down by the Committee, the Assembly will certainly encourage by its approval this creation of links between university organisations and national educational information centres. It should also, it seems to me, lay stress on the advantages obtainable from a new orientation of broadcasting and the cinema, with the assistance and guidance of teachers. By their promptness in replying to the enquiries addressed to them, the latter have proved the utility of the decisions taken by the Assembly last year, in regard to broadcasting in particular; for this reason, you will doubtless recommend this year that efforts should be made to ascertain more fully the services which can be rendered by this means to the cause of international rapprochement.



The Assembly might also approve the Committee's efforts in the field of continuation courses and adult education, and the valuable co-operation established in this sphere at the instance of Albert Thomas, whose loss we all deplore, between the International Labour Office and the International Institute of Intellectual Co-operation.

Not merely to train workers for their technical work, but by the proper utilisation of their spare time to raise their intellectual level and to interest them in popular libraries and art, is possibly one of the most useful tasks which the Governments can set themselves.

As regards educational questions, the most interesting exchange of views, in which several delegations took part, dealt with the subject of the reform of school text-books.

All the speakers agreed in expressing the hope that the procedure laid down in the Casares resolution would receive an ever wider application through the activities of the National Committees.

The German delegate expressed the fullest confidence in the initiative and conciliatory spirit of the National Committees, and deprecated the institution of recourse to international organs, requesting, at the same time, that his observations be recorded.

This standpoint was supported by the delegate of the United Kingdom, who, however, admitted the possibility of recourse to the friendly conciliation of the International Committee on Intellectual Co-operation whenever the National Committees might desire it.

This procedure is the one which was laid down in the resolutions of the International Committee itself, the judicious and moderate character of which was clearly emphasised by its rapporteur, M. de Reynold, who was good enough to attend the meeting.

I need only refer briefly to the other administrative links which are also growing stronger: in the first place, those between the Fine Arts administrations of different countries, the great utility of which was revealed by the Athens Conference. Most of the departments concerned sent their best technicians to this meeting to compare the latest scientific improvements in regard to the study and preservation of the treasures of the past, and you will be called upon to pronounce upon certain of their proposals—the co-operation of the important libraries and archives, proposals in regard to documentary material with a view to preventing loss of time and money, co-operation with the scientific unions comprising representatives of the exact and natural sciences.

There is another feature of the work undertaken by the Intellectual Co-operation Organisation to which I should like briefly to call your attention. In order to enlist for the League the help and support of the intellectual world and to utilise for its benefit the great currents of thought throughout the world, the Committee on Arts and Letters is preparing a series of volumes—"Exchange of Letters" and "Conversations", to which the excellent papers on Goethe, and the European or universal aspects of his thought, read at Frankfort on the occasion of the centenary celebrations, constitute the most auspicious introduction.

In a similar connection, I should also like to mention the studies entrusted to important research institutions in regard to problems of a political character. A first report was drawn up at the Milan Conference held last May on the problem of the intervention of the State in economic life. Investigations will be continued during the year and will lead to a free discussion at a further meeting of scientists, who will compare the results of enquiries carried out in an objective and disinterested spirit.

During the discussion in the Sixth Committee, the representative of France, M. de Tesson, emphasised the important part played by the Press in our time as regards the intellectual development of the masses.

On his proposal, a resolution was adopted asking the Intellectual Co-operation Organisation to study this problem in the course of the coming year and to obtain authoritative advice and opinions on this subject.

Finally, I should like to mention in particular the successful co-operation established with the Chinese Government, at the latter's request, for the purpose of facilitating the extensive schemes of re-organisation which it has drawn up in regard to education. The report of the mission of educational experts sent to China by the Intellectual Co-operation Organisation should interest all the Governments by reason of the lofty spirit in which it is conceived and the valuable ideas which it embodies regarding the establishment of a system of public education. The same applies to the report presented by the representative of the Educational Cinematographic Institute. The Committee will doubtless agree with me in hoping that, in the words of the Chinese National Government itself, continuous co-operation will be established in this connection; this has been begun by the arrival in Europe of a mission of Chinese administrators and educationists whose journey was prepared by the Intellectual Co-operation Organisation. The Chinese delegate, in a statement which the Sixth Committee greatly appreciated and the insertion of which in the Minutes he specially requested, conveyed his Government's fullest acceptance of this co-operation with the organs of the League of Nations.

The budgetary restrictions imposed by the last Assembly had also affected the International Organisation for Intellectual Co-operation, but, in order not to hamper the development of the work in progress, the Council decided in January 1932 to ask the International Committee on Intellectual Co-operation itself for a provisional scheme of adjustment. The latter devoted particular attention to the request of the Council, to whom it has lately submitted a reply the lofty tone of which was deeply appreciated by the Sixth Committee.

In conclusion, let us hope that, through its work of intellectual co-operation, the League may lay the solid foundations on which it should build. You are aware that, as the outcome of the memorandum submitted by the Polish Government to the Disarmament Conference, the latter has set up a special Committee for Moral Disarmament. On this subject, I should like to say that, once the programme for this movement has been definitely drawn up, the Intellectual Co-operation Organisation should consider it as its own charter, and convert, with the help of our Governments, all the conclusions into tangible realities. You will see from its own report that it now has full confidence in the methods which it is applying and that loyal assistance is being offered to it on all sides. With the help of our National Committees on Intellectual Co-operation, in regard to which the Secretariat has recently published a booklet, the *Handbook of National Committees*, the International Institute has completed during the year the enquiries entrusted to it. The satisfaction expressed by the International Committee and the Council itself with the work of their executive organs makes it unnecessary for me to deal with questions of method, which formerly constituted a somewhat controversial matter; these expressions of satisfaction should, I think, entirely reassure the Assembly.

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In addition to this general account, I have also to refer briefly to the work of the International Educational Cinematographic Institute. It has progressed satisfactorily.

The International Institute has increased the number of its national committees. These are now to be found in Germany, the United Kingdom, France, Chile, Hungary, the Netherlands, Roumania, Czechoslovakia and China, the latter being formed as a result of the mission of educational experts to which an expert appointed by the Rome Institute was attached. The Institute has continued to collaborate with the various international organisations both official and private.

The adoption by the thirteenth Assembly of the draft Protocol for facilitating the International Circulation of Films of an Educational Character, in which the Institute has taken an active interest for some years past, would, in the opinion of the Sixth Committee, represent an important step forward for the Institute.

The Institute has studied, *inter alia*, the following questions : the cinema and the workers' spare time, the film and the prevention of accidents, censorship, public health regulations in cinematograph halls, authors' rights in regard to scenarios, the film as a means of education.

Among the Institute's publications, reference should be made this year as in the past to its monthly review, which appears in five languages, and also to the preparation of an encyclopædia of cinematograph terminology; a work of great importance.

## RESOLUTION.

### *General Resolution :*

The Assembly,

Having considered the report of the International Committee on Intellectual Co-operation on the work of its fourteenth session and the report of the Governing Body of the International Institute of Intellectual Co-operation ;

Noting the contents of the reports submitted by the representative of France to the Council at its last session, both on the activities of the Intellectual Co-operation Organisation and on its methods of work and organisation :

- (1) Observes with satisfaction the important results obtained during the past year, and

Approves as a whole the programme of work of the Organisation for the year 1932-33 ;

### *Education :*

- (2) Emphasises the importance of the formation of national educational information centres and the establishment of direct relations between those organisations, with the help of the International Centre constituted by the Institute of Intellectual Co-operation, and trusts that the other forms of international co-operation which are now being organised in regard to the various stages of education will be developed ;

### *Revision of School Text-books :*

- (3) Appreciates the results of the efforts made to provide a procedure for facilitating the revision of school text-books, and attaches the greatest importance to the documentary material collected on this question by the Institute ;

Subject to the explanations given in the Committee's report, approves the more extensive application of the Casares resolution, as recommended by the Committee ;

### *Instruction on the League of Nations :*

- (4) Emphasises the importance which it attaches to all questions connected with the instruction of youth in the aims of the League and to the promotion of an international spirit ;

Is glad to note the action taken in this sphere both by the Educational Information Centre at Geneva and by the Paris Centre, and draws the attention of Governments in particular to the enquiry now in progress concerning the education of teachers in training colleges with a view to their giving instruction regarding the League ;

### *Re-organisation of Education in China :*

- (5) Desires to place on record the special value of the assistance given by the Intellectual Co-operation Organisation in the study of educational problems in China and in the work of re-organisation which the Chinese Government proposes to undertake ;

Thanks the distinguished persons who have been good enough to co-operate with the League in this matter and through whose zeal the important achievements realised have been made possible ;

Expresses the hope that this co-operation, so successfully begun, will be further extended in the same spirit of comprehension and practical activity ;

### *Broadcasting :*

- (6) Notes that the Organisation has given effect to the recommendations made by the Assembly at its last session concerning the international aspects of broadcasting ;

Attaches special importance to the meeting of experts whose duty it will be to examine the conditions which international agreements concerning broadcasting should fulfil ;

### *Moral Disarmament :*

- (7) Expresses its satisfaction with the valuable co-operation which the Intellectual Co-operation Organisation has been able to afford to the Conference for the Reduction and Limitation of Armaments, with a view to the study of the problem of moral disarmament ;

Trusts that the Conference may find it possible, on the completion of its work, to include among the documents setting forth its results an act in a form to be determined later, which would assist the efforts that are being made to bring about the intellectual *rapprochement* of the peoples ;

Is convinced that, in this field, the Intellectual Co-operation Organisation can place at the disposal of Governments means of action of proved effectiveness ;

### *Scientific Study of International Relations :*

- (8) In connection with the scientific study of international relations, the Assembly trusts that the Intellectual Co-operation Organisation will extend still further its activities in this sphere and will endeavour to give wide publicity to the results of conferences such as the Milan Conference ;

*Intellectual Rôle of the Press :*

- (9) Whereas the Press plays a part of the first importance in the education of the masses, and may be counted upon to provide powerful assistance in raising their intellectual level ;

The Assembly asks the Organisation for Intellectual Co-operation to seek the most effective means of completely attaining this end, and

Requests it, in consultation with the National Committees on Intellectual Co-operation and representative journalists, to study the methods by which the Press might contribute to a better understanding between the peoples by perfecting their knowledge. The conclusions of this study shall be submitted to the fourteenth Assembly ;

*National Committees :*

- (10) Recognises once again the important part played by the National Committees on Intellectual Co-operation and the necessity of encouraging those already in existence and of affording them additional means of carrying out the more and more numerous tasks of increasing importance which they have to perform ;

*Preservation of Historical Monuments :*

- (11) The Assembly,

Approving the resolution adopted by the International Committee on Intellectual Co-operation and acceding to the latter's request that it should communicate to the Members of the League the recommendations drawn up by the Athens Conference concerning the preservation of historical monuments and works of art :

Entrusts to the Intellectual Co-operation Organisation the task of transmitting the said recommendations to the Governments on its behalf ;

*Administrative Questions :*

- (12) Having noted the results of the administration of the Institute of Intellectual Co-operation as shown by the report of the Governing Body of that Institute :

Expresses its satisfaction with the excellent methods employed which have made it possible to develop the activities of this organisation and, at the same time, to consolidate its financial position ;

*International Educational Cinematographic Institute :*

- (13) Having considered the report of the Governing Body of the International Educational Cinematographic Institute :

Expresses its satisfaction with the systematic development of that Institute's work and, in particular, with the results of the numerous enquiries already completed or at present in progress ;

Has pleasure in recognising once again the value of the *International Review* published by the Institute and the friendly reception given to it both in educational circles and by the technical experts of the film industry ;

Trusts that the Institute, by extending its activity in those spheres which already engage the attention of the League of Nations may be able to promote the use of the powerful means of dissemination represented by the cinema in favour of the League's work.

## *7. Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees.*

The Sixth Committee had under consideration the report of the Governing Body of the Nansen International Office for Refugees. This report dealt with many aspects of the refugee problem and gave information concerning the measures taken and contemplated by the Office from the commencement of its activities to June 30th, 1932. The Committee had the great benefit of a statement by Dr. Max Huber, the President of the Governing Body, in which he outlined the results achieved during this period, and the task which still lay before the Office. The Committee desires to express its gratitude to Dr. Huber for the valuable assistance which he gave it.

The Committee observed that the total sum provided for annual budgetary contributions from the League up to the end of 1938, by which time it was intended to liquidate the Office, stood in the liquidation plan approved by the twelfth Assembly at 1,710,987 Swiss francs. The grants payable each year to the Office were to range from 330,847 Swiss francs, in 1932 to a total sum of 234,153 Swiss francs for the years 1937 and 1938. On the recommendation of the Supervisory Commission, however, the contribution for 1933 had been reduced from 315,000 Swiss francs to 297,762 Swiss francs. Dr. Huber declared, and the Committee accepted his view, that this already reduced sum must be regarded as the minimum required, unless a large number of the unfortunate exiles who look to the Nansen Office for help were to be abandoned for lack of funds. The Office could achieve far more important results in the realm of settlement and relief if it were placed in possession of adequate funds. Less than one million and a half gold francs in all had been available for administration by the Office up to June 1932, including the Nansen Stamp Fund, the Nansen Memorial Fund, the Fund for the Settlement of Armenian Refugees in Syria and Dr. Nansen's private fund.

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The Committee observed that, while funds had decreased, the number of refugees requiring assistance had actually increased. This was largely due to the economic depression ; foreign refugees were in many countries the first to be discharged from employment and, as a rule, did not receive unemployment relief. According to the latest available statistics, there were still over one million refugees not assimilated. Of these, some 43,000 were too old, too young or too ill to work, and a further 150,000 were known to be without means of earning their livelihood. The Committee heard with great regret of the practice to which certain Governments had resorted of expelling refugees on trivial charges from their territory before any neighbouring State had agreed to receive them. The demands upon the Office had therefore been more numerous during the last year.

It was gratifying to observe that 14,292 refugees had been settled with houses, land or employment by the Office, including some 4,000 Armenian refugees in Syria ; over 6,000 Armenians transferred from Greece to Soviet Armenia ; 772 Lutheran and Mennonite refugees from Russia transferred from Manchuria in the midst of the fighting to South America ; and over 3,000 individuals or small groups of various nationalities. Not only had homes or employment been found for these unfortunate people, but 59,000 other refugees had been directly assisted by the Nansen Office in different ways between April 1st, 1931, and June 1932.

With regard to future operations, the Committee desires, on the basis of the information laid before them, to draw the attention of the Assembly to certain major aspects of the problem, which have an important bearing upon the proposed liquidation of the Office.

In the first place, the progress made by the Office in carrying out the wishes of the twelfth Assembly concerning the movement of Armenians to Soviet Armenia is very satisfactory. Suitable land having been prepared in Erivan by the Government of Soviet Armenia, over 6,000 have, through the generous co-operation of the Greek Government, been transferred thither. But if, in accordance with what is understood to be their desires, a further 20,000 Armenians are to be moved into Erivan, chiefly from Greece and Bulgaria, according to plans now under examination by the Office, additional funds will certainly be required. It is therefore a matter of some urgency that the national committees nominated by Governments for the purpose of raising funds for the Erivan Settlement Scheme should resume their activities and that other such committees should be appointed. Further, it is to be hoped that, in spite of the prevailing financial difficulties, those Governments who promised Dr. Nansen assistance in money or in kind for that purpose will find it possible to place some of these resources at the disposal of the Office.

In the second place, the care of the large refugee population in Syria is a matter of great moment. The Committee was happy to learn that there are good prospects of establishing in agricultural or urban settlements the Armenians still remaining in the camps of Alexandretta, Aleppo and Beirut and of closing the camps by the end of 1933. It will, however, be necessary, not only to arrange the settlement of any refugee families that may remain after that date, but also to receive and administer the funds available for the assistance of Armenians in Syria, and the advances refunded by the settlers themselves over a period of years, as well as to issue the title deeds of the land thus acquired by them. The Committee noted that conversations on this subject were in progress between the Governing Body and the mandatory Power. They feel that it is very desirable that an agreement should, if possible, be reached whereby the mandatory Power would agree to assume responsibility for the future administration and welfare of the refugee population in Syria.

In the third place, it is not to be supposed that new and urgent demands upon the Office will not be made during the next seven years. The Committee observed, for instance, that there is a pressing request for the Office to help at least 20,000 destitute Russian refugees in China—a task which it can hardly refuse to examine.

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The Committee is therefore led to the conclusion that, if the Nansen Office is to be liquidated (as contemplated at the end of 1938), it is urgently necessary that Governments should actively and loyally co-operate in the work of making the conditions of the refugees in their territories less precarious, and providing them with homes and livelihood. The work of the Office would be greatly expedited if the Nansen Stamp System were universally applied. It is also most desirable that the efforts of all the unofficial organisations interested in refugee welfare should be co-ordinated. But the final solution of the problem can never be reached unless Governments are more willing than they have shown themselves to be in the recent past to adopt a policy of assimilation for the refugee population within their territories.

The Committee was glad to learn that the Nansen Office is engaged upon the preparation of the Convention, recommended by the twelfth Assembly

designed to ensure the protection of the refugees on the liquidation of the Office. It trusts that the Governing Body, after consultation with the Inter-Governmental Advisory Commission for Refugees, may be in a position in its next annual report to indicate the main lines of such a Convention.

In view of these considerations, the Committee ventures to submit for the approval of the Assembly the following resolutions :

“ The Assembly,

“ Notes with satisfaction the interesting report of the Governing Body of the Nansen International Office for Refugees and the important work in favour of distressed refugees throughout the world effected during the past year by the Office in spite of the difficulties created by the economic depression ; and

“ Expresses its gratitude to the organs of the Office, and particularly to its President, Dr. Max Huber, for their devoted efforts which have so much contributed to those results ;

“ Hopes that a satisfactory arrangement may soon be made between the Governing Body and the mandatory Power for the future care of the refugee population in Syria ;

“ Requests the Office to examine the possibility of effecting the transfer to the Armenian (Erivan) Republic of a further 20,000 Armenian refugees from other countries who may express the desire to be settled in Erivan ;

“ Recalls the offers of financial and other assistance made by various Governments in connection with the Erivan Settlement Scheme initiated by Dr. Nansen ;

“ Invites those Governments to consider the possibility of placing at the disposal of the Office the financial and other assistance formerly promised to Dr. Nansen ;

“ Recommends the national committees nominated by the Governments for the purpose of obtaining funds for the Erivan Settlement Scheme to resume their efforts for obtaining funds, and invites the Governments which have not already done so to nominate such committees ;

“ Requests the Office to endeavour to alleviate the unfortunate situation of the 20,000 Russian refugees in China rendered destitute by recent floods ;

“ Expresses the hope that the various private organisations interested in refugee work may agree to co-operate with the Office as far as possible, and invites the Office to make a report on this subject to the Council at an early date ;

“ In order to place more adequate funds at the disposal of the Office ;

“ Once more strongly recommends the Governments to apply fully the Nansen Stamp System and to initiate the creation on their territories of national committees for the Nansen Memorial Fund ;

“ Urges Governments not to proceed to the expulsion of a refugee unless he has obtained permission to enter an adjoining country ;

“ Requests the Council to take the necessary action on this resolution.”



### 8. Co-operation of Women in the Organisation of Peace.

The question of the collaboration of women in the organisation of peace was raised at the twelfth ordinary session of the Assembly by the Spanish delegation and referred to the Third Committee. It became clear during the discussions that the Committee meant to limit itself to the question of unofficial collaboration, as it considered that official collaboration by means of appointments of women to the delegations of the League Assemblies and Conferences and on League Committees had already been settled by Article 7 of the Covenant, which stipulates that "all positions under or in connection with the League, including the Secretariat, shall be open to men and women".

The Committee thought, however, that the influence of women on public opinion, and their educative and moral power, could be of great value and produce important results. It suggested that schemes for closer collaboration should be studied. The Assembly took the same view and asked the Council to examine the possibilities of increasing the collaboration of women in the work of the League.

The Council took up this question at its meeting of September 1931, and requested the Secretary-General to consult the Women's Organisations as to their views and to prepare a report for the 1932 Assembly. Document A. 10. 1932 contains the suggestions made by the chief Women's International Organisations. This document was taken as a basis for the discussion in the Sixth Committee and gave rise to the following considerations:

The Committee was of the opinion that, as the Women's Organisations' memoranda were unanimous in attaching the greatest importance to *official* collaboration, which is considered a *sine qua non* for a full realisation of the object in view, it was justified in reconsidering the line taken last year. Several speakers emphasised the view that the best way to secure the full collaboration of women in the work of the League was to increase the possibility of their taking an official part in its proceedings. They recognised that this possibility was already given by Article 7 of the Covenant—a fact that had also been stressed by the Women's Organisations in their report—but that experience had shown that the opportunities offered by this article had not been taken advantage of in many countries. The Committee thought that, in order to change this situation, it might be desirable to call the attention of the Governments to Article 7.

The *Danish delegate* pointed out that, in countries where women took part in the work of the League in an official capacity, interest and sympathy for this work were more widely awakened amongst women and that their power to influence public opinion in favour of the League was thereby increased. Several other delegates drew attention to the fact that the experience of women in work connected with the League would be a great asset, and pointed to the advantages their more liberal representation on all League Committees would bring.

The *delegate of the United Kingdom* considered that the demand for women's collaboration in an official form involved the elementary principles that women and men must possess equal political rights. The number of women qualified to fill higher posts still being small, Governments might, without trespassing on their sovereignty, be asked to grant women the same possibility as men of gaining the necessary knowledge and experience.

The *Spanish delegate* and several others insisted on the intimate connection which existed between the question of women's status and that of the effective collaboration of women in the work of the League.

The *Czechoslovak delegate* thought it advisable that an investigation should be made into the position of women in the world in order to determine their political and civic rights as well as to gain an idea of their training and the part they are allowed to take in the economic life of their country.

Though the memoranda summarised in the Secretary-General's report (document A. 10. 1932) laid special stress on the official collaboration, other useful suggestions were made which might be taken account of by the Secretary-General, such as a more liberal supply of League documents, easier communications with the various departments and organs of the League and closer connection with the League Secretariat. Several of the suggestions contained in the report were taken up by the various delegates.

The *Hungarian delegate* thought that Governments should maintain a more intimate contact with public opinion than was at present the case. This could be done by Women's Organisations being consulted as to their views in regard to questions brought before the League. In some countries, this custom existed already in questions connected with social and charitable works, but might well be extended to all League problems.

The *Australian delegate* recommended, in order to facilitate the collaboration of Women's Organisations, that a panel of the Women's Organisations should be kept open at the Secretariat and also suggested a register of competent women available for various kinds of international service.

The general feeling of the Committee seems, however, to be that, in view of the difficulties which the compilation of such a list would raise, the best means to meet this last demand would perhaps be to make the lists already compiled by a number of organisations available to the Secretariat and to ask the Secretary-General to complete this list in the way he thinks most useful.

The *French delegate* thought that the official collaboration of women was the salient point of the discussion, and presented a resolution which was supported by several delegates. The resolution was endorsed by the Committee, and is therefore submitted to the Assembly for approval :

“ The Assembly,

“ Expresses its warm appreciation of the work done by women in support of the League of Nations, and welcomes wholeheartedly the efforts made to increase their collaboration ;

“ Notes that the Women's Organisations consulted are unanimous in declaring that equal status between men and women is a prerequisite of effective collaboration of women in the work of the League and that their collaboration can be most effectively exercised through the competent official organs of the League and of the Governments ;

“ Reminds all the States Members of the League of Article 7 of the Covenant, which has in view the possibility :

“ (a) For the Governments of the States Members to appoint competent women to Assembly delegations, to Conferences and on Governmental Committees of the League ;

“ (b) For the Council to appoint competent women on technical League Committees, as assessors and experts ;

“ (c) For the Secretary-General to include competent women in the higher posts of the Secretariat.”

## 9. Co-operation of the Press in the Organisation of Peace.

The question of the collaboration of the Press in the organisation of peace, which was the subject of an Assembly resolution in 1931, comes before this Assembly as the result of a Council decision to have a report prepared on the subject of “ the dissemination of false information which may threaten to disturb the peace or the good understanding between nations ”.

A valuable contribution to the subject was made by the Conference of Directors of Government Press Bureaux and Press Representatives summoned by the Danish Government at Copenhagen in January this year, and the problem has also been made the subject of consultation between the Secretary-General and various Press Organisations. A circular letter was sent to sixty-four countries and directly reached more than one hundred and thirty Press organisations ; the replies received contained some valuable indications.

The problem is how to reduce or diminish false news which has the effect of exacerbating public opinion.

Certain broad results emerge from the replies received, particularly from the International Association of Journalists accredited to the League of Nations, the International Federation of Journalists, and other Press organisations in different countries. There is general agreement that the dissemination of false news does a great deal of harm. There is practically universal dislike on the part of responsible journalists of any Government control of the Press.

The best remedy for false and tendentious news is the fullest and freest supply of news.

An important point covered in the memorandum communicated by the International Association of Journalists is that of the difference between the price that the public is willing to pay for its news and the far greater cost of supplying that news. The ways in which this difference has to be made up tend sometimes to the colouring or distortion of news, though no doubt such instances are rare. True news drives out false news, and the problem is to facilitate the widest possible dissemination of true news.

It has not been possible to enter into all the suggestions contained in the documents before the Committee ; some—like those connected with the independence of the Press and the reduction of tariff and other charges which bear upon the Press—need very careful study ; and others—like that for the formation of an international association of newspaper proprietors—are rather matters for the Press itself. But there are nevertheless certain important points which the Assembly might well consider.

Would it not be possible, for example, for some arrangements to be made between the League and journalists whereby the new League wireless station might be used during Council and Assembly meetings at cheap rates ? The Secretariat might be instructed to enquire into the matter, having due regard, of course, to all legitimate interests which might be affected.

Another question which might be considered is whether the chairmen of League committees might allow more complete and earlier distribution of documents to the Press.

The two broad objects to aim at are the greater independence of the Press from outside control and greater freedom of access to news.

The Sixth Committee's discussion gave rise to various suggestions : the Polish delegate, recalling that the problem of moral disarmament was being considered by a special committee of the Disarmament Conference, proposed that the report and the minutes of the discussion should be conveyed to the Conference with an intimation of the desirability of summoning an international Press conference. He also proposed that the text of the Assembly resolution and the minutes of the Committee should be circulated to all qualified Press organisations, and that a report should be submitted to the next Assembly if these steps gave rise to any further developments.

Certain delegates, including those of Italy, Roumania and Yugoslavia, expressed sympathy with the Polish proposal, and others, including the German delegate, were disposed to lay rather greater stress on the valuable statement of the Spanish delegate that she was prepared strongly to

recommend to her Government the possibility of its convening another conference on the lines of the Copenhagen Conference summoned by the Danish Government.

Several delegates pointed out that it was for the Government to consider certain of the mechanical facilities suggested to meet difficulties such as those experienced by more distant countries in obtaining foreign news. This was a problem specially noted by the Roumanian delegate, and it bears close relation to the observations of the Italian and French delegates on the necessity for educating public opinion in international affairs.

The French delegate said he knew of no case in which a journalist had deliberately disseminated false news. News matter was very fluid and ephemeral; it was possible to have tendentious and distorted or inspired news, news given undue prominence by suggestive headlines, incorrect news issued by Governments or Press Bureaux, or news fabricated by semi-official representatives of Press Bureaux which might mislead the most honourable journalists. A problem which was more serious than the dissemination of false news was the suppression of the truth.

The Australian delegate suggested an historical examination of the problem of the effect of Press utterances on public opinion in times of crisis and their effect on the development of the crisis. During the course of the discussion, the German delegate and the delegate of Chile drew the attention of the Committee to what had already been done in the reduction of rates and in the improvement of facilities for Press communications. It was noted in this connection that several points raised by the International Press Conference of 1927 were under consideration by the Conference for the Revision of the Telegraphic and Telephonic Convention now meeting in Madrid. The German delegate expressed appreciation of the initiative taken by the Danish Government and his satisfaction at the possibility of a second conference of the same kind being summoned at Madrid.

The Norwegian delegate emphasised the importance of the independence of the Press in the fullest sense of the term and the public service performed by newspapers.

The Greek delegate informed the Committee that, in his country there were laws providing penalties for statements defamatory to other countries and likely to disturb good relations.

During the course of the discussion, reference was made to the very interesting initiative of the International Federation of Journalists in establishing at The Hague a Court of Honour for journalists. This Court has not existed long enough for an expression of opinion to be given on the way in which it will work, but it is an experiment which should command the best wishes for its prosperity and success.

The following draft resolution is presented for the consideration of the Assembly:

"The thirteenth Assembly:

- "1. Expresses its gratitude to the international and national Press organisations for their views upon the problem of preventing 'the spread of false information which may threaten the peace of the world and the good understanding between nations';
- "2. Expresses its thanks to the Danish Government for summoning a Conference of Governmental Press Bureaux and representatives of the Press at Copenhagen in January 1932 and notes with great interest the resolutions adopted by that Conference;
- "3. Trusts that, at a further conference organised on similar lines to the Copenhagen Conference, definite proposals may be made

to give effect to some of the principal suggestions already made regarding in particular the necessity of a greater abundance of accurate information, of true freedom of the Press, and of co-operation between the Press organisations of various countries ;

- " 4. Advocates the fullest possible publicity for League meetings ;
- " 5. Commends to the sympathetic consideration of the chairmen of all committees of the League of Nations the earlier and more complete distribution of documents ;
- " 6. Desires that the Secretariat should continue to devote its attention to the development by all the means at its disposal of the swift supply to the Press of the fullest possible information concerning the work of the League of Nations ;
- " 7. Invites the Council to consider the possibilities of affording to journalists cheap facilities for communicating to their newspapers information through the League wireless station, due regard being paid to interests affected ;
- " 8. Requests the Secretary-General to communicate to the Press organisations consulted and to the Disarmament Conference this resolution, together with the Minutes of the Sixth Committee, and to report to the next Assembly on any further developments which may arise."

## VI.—General Committee of the Assembly.

### *Assembly arrangements.*

On September 26th, 1932, the Assembly decided that the suggestions which, by its resolution of September 24th, 1931, it had asked the Committee of Five on Assembly Arrangements to present, should, when received, be submitted to the General Committee. The report of the Committee of Five is annexed.

The General Committee, at its meeting of October 10th, took note of the report of the Committee of Five, and asked its President to present it to the Assembly for its approval.

The General Committee further noted a proposal made by M. Lange, Chairman of the Sixth Committee, to the effect that the Assembly should elect as its Vice-Presidents not, as at present, individual delegates mentioned by name, but heads of delegations as such. Vice-Presidents so elected would, in case of absence, be replaced on the General Committee by another member of the delegation.

The General Committee asked the Secretary-General to examine this proposal, and to report upon it to the General Committee at the next ordinary session of the Assembly.

### RESOLUTION.

"The Assembly approves the report, dated September 30th, 1932, of the Committee of Five on Assembly Arrangements, and thanks the Committee of Five for the work which it has accomplished since its institution in 1929."

## Appendix..

## REPORT OF THE COMMITTEE OF FIVE ON ASSEMBLY ARRANGEMENTS.

The Committee appointed by the Assembly in 1929 to make suggestions for the improvement of arrangements for sessions of the Assembly met on September 29th, 1932, to review the working of those arrangements and decided to present a short report to the General Committee of the Assembly dealing with the following questions :

1.—*Telephonic Interpretation.*

The Committee noted that no use had been made of the telephonic interpretation system during the present session and that very little use had been made of it during the plenary session of the Disarmament Conference which took place in the Assembly Hall. The Committee was informed that the apparatus was in proper working order and could be put into use at any time if the Assembly so desired. As, however, many delegations insist upon the maintenance of the ordinary method of interpretation, there would seem to be very little advantage to be gained by the constant use of the system and, in any case, there can be no saving of time, which was the principal object Mr. Filene had in view in introducing this method of interpretation and presenting the apparatus.

The Committee considered, however, that, even if the Assembly is opposed to the use of the telephonic interpretation system to the exclusion of the ordinary method, there are some ways in which the system could be of real service. In the first place, many delegates write the speeches which they intend to deliver during the general discussion. If a copy could be handed in to the Secretariat a short time before the speech is to be delivered, the interpreter would have time to prepare a translation beforehand which could be delivered by means of the telephonic system during the speech. This would save a considerable amount of time and the speaker would know that an adequate interpretation was being given.

The system might also be used when a speech is delivered in a language other than French or English. In such cases, the delegation concerned is called upon by the Rules of Procedure of the Assembly to furnish a translation into one of the two official languages. If two copies of this translation were handed in beforehand to the Secretariat, the interpretation into the other official language could be given simultaneously with the reading of the translation and thus avoid the expenditure of time involved in two consecutive interpretations.

2.—*Written Speeches.*

In the case of prepared speeches for the general discussion the Committee would remind the Assembly that there is no objection to roneoed copies of the speech and of the translation being distributed to the delegates and Press immediately before the speech. This avoids any necessity for a subsequent oral interpretation, and the Committee considers that in many ways this method is to be preferred even to the use of the telephonic interpretation system described in the preceding paragraph.

### 3.—*Punctuality in Committee Meetings.*

During the last two sessions of the Assembly, the plenary sittings have commenced with commendable punctuality, to the undoubted convenience of all concerned. The Committee would be glad to see the same degree of punctuality achieved in Committee meetings. At present, it frequently happens that there is a delay of from fifteen to twenty minutes in opening meetings. The Committee ventures to suggest that all Chairmen of Committees should be asked to open meetings punctually at the appointed time, whether all the members of the Committee are present or not. It is believed that if punctuality were always observed, members of Committees would themselves be the first to appreciate the fact and would be in their places punctually.

### 4.—*Applause in Public Galleries.*

The Committee was informed that on one or two occasions demonstrations of approval or disapproval had been made in the public galleries in spite of the definite rule against such demonstrations and the notices which are posted in all the galleries. The Committee considered that, as the rule existed, it was only necessary that the attendants should be instructed to ensure its observance. The Committee felt that, in applying this rule strictly, the Secretariat and its officials would have the full support and approval of the Assembly.

